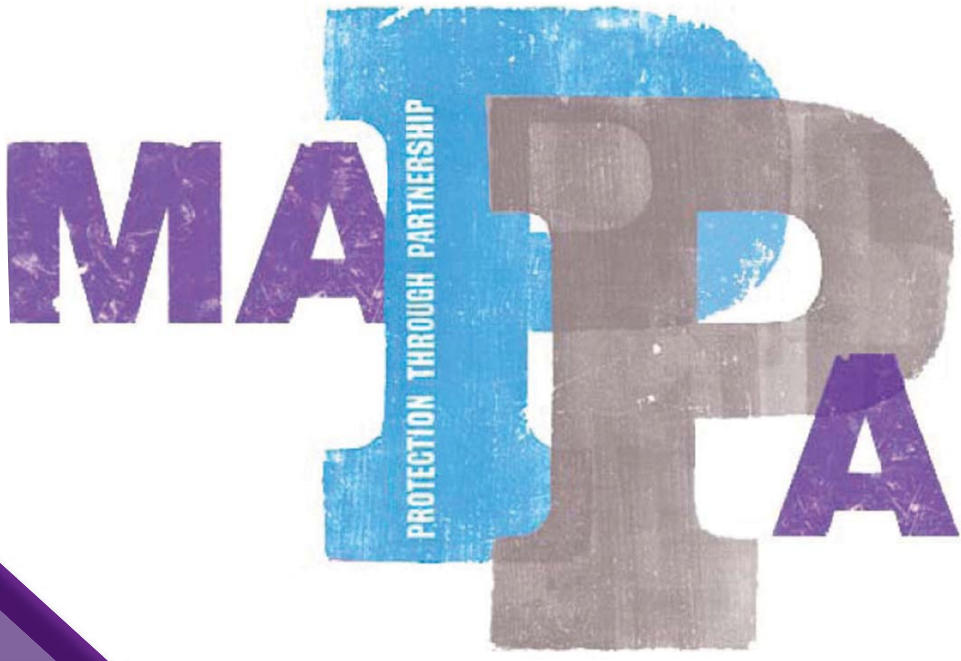




THAMES VALLEY



Thames Valley MAPP Annual Report 2006-07

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1. Foreword

Ministerial Foreword

Nationally, these are the sixth MAPPA annual reports, and the first with a foreword by the Ministry of Justice. I want, first of all, to underline the Government's continued commitment to these arrangements. Protecting the public from dangerous offenders is a core aim for the new Department. Just as the effectiveness of MAPPA locally depends on the quality of working relationships, we will work with the Home Office, the Police, and others, to develop the best possible framework within which the MAPPA can operate.

On 13 June, the Government published a Review of the Protection of Children from Sex Offenders. This sets out a programme of actions which include developing the use of drug treatment for sex offenders and piloting the use of compulsory polygraph testing as a risk management tool, enhancements to the regime operating at Approved Premises, and also a range of actions impacting directly upon the way the MAPPA work. I want to highlight two of them here.

Firstly, research tells us that the arrangements are already used successfully to disclose information about dangerous offenders but we think this can be improved upon. MAPPA agencies will be required to consider disclosure in every case. We will pilot a scheme where parents will be able to register a child-protection interest in a named individual with whom they have a personal relationship and who has regular unsupervised access to their child. If that person has convictions for child sex offences and the child is at risk, there will be a presumption that the offences will be disclosed to the parent.

Secondly, as MAPPA has developed over the past 6 years, best practice models have been identified which show that specific roles and approaches are required to ensure it is managed effectively. We are committed to strengthening MAPPA arrangements and ensuring that robust performance management is in place. To achieve this, we intend to introduce new national standards, which will ensure a consistent approach across Areas and we will be making available £1.2million to support Areas in implementing the standards.

We aim to do everything that can reasonably be done to protect people from known, dangerous offenders. We know that there is always room for improvement. I commend this annual report to you as an indication of the commitment, skills and achievements of the professionals, and lay advisers, in managing and monitoring this essential, often difficult area of business.

Maria Eagle MP

Parliamentary Under Secretary of State

2. Introduction

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This report covers the sixth year of MAPPA – Multi-Agency Public Protection Arrangements – in the Thames Valley and we jointly commend it to you as an acknowledgement of the hard work and professionalism of everyone involved.

Protecting the public is one of the highest priorities of law enforcement agencies and this publication explains the way we do this across Oxfordshire, Buckinghamshire and Berkshire.

It outlines the dedication of staff from a wide range of agencies who work together, on a daily basis, to safeguard our communities from known sex or violent offenders.

In 2006-07, in Thames Valley, 1,962 offenders were managed by MAPPA and there were no serious further offences by those in the top two levels. This figure must be viewed in the context of the population of Thames Valley, which is approaching 2.2 million.

Up until now, we have, as does everyone in England and Wales, recorded any serious further offending by the most risky MAPPA offenders. This has provided a valuable comparison over the past six years and has helped to identify any national trends or patterns.

In 2007-08, we will begin to publish any serious further offences committed by all MAPPA offenders, including those managed at Level 1, which should help to further increase public confidence in the arrangements.

Our collective figure of 1,962 MAPPA offenders for Thames Valley includes 982 Registered Sex Offenders (RSOs), including those who have served prison or community sentences for their crimes, or those who were conditionally discharged by the courts. This represents almost exactly half of all MAPPA cases.

Of these 982, just 8 were cautioned or convicted of breaching their registration requirement (such as failing to register a new address), which shows us – and you – that the system is working.

Of the 1,279 offenders managed at Level 1, 746 were RSOs.

At Level 2, we managed 641 offenders, 236 of whom were RSOs and at Level 3, we managed 42 offenders, 15 of whom were RSOs.

In our view these figures paint a clear picture of MAPPA and the work that it does to protect the public from sex offenders but also from those others who pose a violent or other type of risk.

The very fact that we can illustrate these figures in this report tells you that we know where these offenders are and we are working to protect you from them.

We would also like to take this opportunity to allay the ‘stranger danger’ fear. We do not want the MAPPA figures to cause alarm or instil fear into the people of Thames Valley about unknown offenders. We appreciate people’s concerns about the idea of potentially dangerous people living in local communities. After all, we are members of society too. It is important to note that most sex offenders are known to their victims and they are often related. We would ask everyone to be vigilant, act responsibly and report any suspicions.

We cannot completely eliminate the risk that certain individuals may pose but, as these figures demonstrate, we can reduce these risks through joint working, careful assessment, supervision and monitoring.

In doing this, we are contributing towards making Thames Valley a safer place to live.



Gerry Marshall,
Chief Probation Officer,
Thames Valley Probation



Sara Thornton,
Chief Constable,
Thames Valley Police



Bruce Davison,
Head of Reducing Re-offending South Central Area
HM Prison Service

3. What is MAPPA?

i. Background

Sexual and violent offences can deeply affect the lives of victims and their families. Their impact can be profound and long-lasting, leaving victims feeling unsafe, even in their own homes. For these reasons, plus an overriding determination to protect the public at large, MAPPA was introduced in all 42 police and probation areas in England and Wales in 2001.

MAPPA stands for **Multi-Agency Public Protection Arrangements**. It provides a legal basis for the joint work police, probation and the prison services undertake to protect the public from such offenders.

Under the arrangements, we identify, assess and risk manage relevant offenders and, using the multi-agency approach, exchange and share information to help us manage risk as successfully as possible.

Public safety is the focus of all decision-making and the term 'public' is used to include both children and victims of domestic violence. The victims of serious crime are represented at MAPPA meetings by a victim liaison officer from the Probation Service Victim Liaison Unit.

MAPPA operates under a shared protocol (which revises previous local arrangements) following publication of national guidance by the Home Office.

It takes full account of the legislative requirements of the Sexual Offences Act 2003, Criminal Justice Act 2003, Criminal and Courts Services Act 2000, the Human Rights Act 1998, the Crime and Disorder Act 1998 and the Data Protection Act 1998.

In Section 5 of this report, the types of offenders managed by MAPPA and the levels at which they are managed are explained in more detail.

ii. Who is involved in MAPPA in Thames Valley?

A MAPPA Public Protection Unit

The Central MAPPA Public Protection Unit is based at Thames Valley Police HQ.

Situated in the Unit are the Thames Valley MAPPA Co-ordination Manager (an experienced ex-police officer was appointed to this full-time role in 2006), the central ViSOR Administration, Sex Offender Register and MAPPA Data and Quality Management. All MAPPA public protection arrangements are co-ordinated by this central unit.

The 'Responsible Authority'

MAPPA work is legally led by the 'Responsible Authority', which means the police, probation and prison services. Staff from all three organisations are heavily involved in MAPPA work at all of its levels.

Further on in this report you will see there are three different levels of MAPPA management. If the 'Responsible Authority' needs to, it will bring other agencies into MAPPA case meetings, such as education, social and healthcare, mental health, housing and Youth Offending Teams (YOTs). These other agencies must attend, as they have a legal 'Duty to Co-operate'. All partner agencies sign up to the confidential information sharing protocol.

Strategic Management Board

The work of Thames Valley MAPPA is overseen by a Strategic Management Board (SMB), which has senior representatives from police, probation and prison services, plus local authorities, the Youth Offending Service and community safety partnerships. It also includes two lay advisers from the local community.

The Board meets quarterly to support and steer the work of the Central MAPPA Public Protection Unit and the MAPPA teams by advising on and reviewing the work undertaken.

The SMB has a three year strategic plan for development and refinement of MAPPA within Thames Valley. A synopsis of the 2007 - 08 plan is included as an appendix to this report.

4. MAPPA Key Achievements within Thames Valley

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The key achievements of MAPPA within Thames Valley 2006-07 have to be judged against its results for the year and that includes no serious further offences and well managed offenders at all other levels.

Having said that, there is no such thing as “no risk”. We cannot prevent every individual from committing every offence. It’s an unrealistic expectation of MAPPA. There is unlikely to be a year when a person managed by MAPPA nationally does not commit a serious further offence, with traumatic impact on victim or victims, drawing with it widespread media attention and scrutiny.

MAPPA is an “arrangement” albeit a statutory one. What we have achieved in Thames Valley – and continuously strive to do better – is to ensure that everything that can be done, has been done.

Listed below are some of the key, practical things we have done to make the MAPPA arrangements in Thames Valley better:

Devised a new Serious Further Offences protocol

Although no serious further offences were committed in 2006-07 by offenders managed at Levels 2 and 3 under Thames Valley MAPPA, we cannot be complacent.

Since MAPPA began in 2001, there have been three Thames Valley serious further offences (one in 2004-05 and two in 2005-06) but this is still three too many.

Although these offences were investigated and learning recorded, we have refined that progress so that nothing is missed. A Serious Further Offences Protocol was established in 2006-07 so that, in the event of an incident in the future, all lessons can be learned and put into practice quickly.

Created a Central MAPPA Public Protection Unit

Thames Valley is the largest non-metropolitan area in England and Wales and, as such, MAPPA needs to be co-ordinated centrally, to ensure consistency and accuracy in all cases.

In response to this (and to the publication of the joint (national) HM Inspectorates of

Probation and Constabulary thematic inspection ‘Managing Sex Offenders in the Community’) a central unit was set up in Thames Valley during 2005 and has been expanded and the work refined during 2006, as per the MAPPA business plan.

One of the key roles in this unit is that of the MAPPA Co-ordination Manager. This manager, who is a former police officer with a wealth of public protection experience, was appointed in November 2006 and has established a firm foundation for the future.

Established new MAPPA meeting processes

In November 2006, the process for all MAPPA meetings (at all levels) was changed to a more formalised approach, setting out clear dates, locations and attendance for managing those presenting the highest imminent risk of serious harm. This has ensured more accountable and consistent management plans.

All agencies have limited resources and it is important that those are concentrated on those most likely to cause harm. Dilution of scarce resources leads to ineffective management. These new plans mean the meetings run better and the right people from the right agencies turn up at the right time to discuss offenders relevant to them.

Improved Mental Health referrals

A gap was identified in the process for mental health referrals into MAPPA during 2006. With assistance from a MAPPA Strategic Management Board member, the process for offenders with mental health issues being released from secure hospitals has been refined. There is still work to be done to ensure that those in the wider community are admitted to MAPPA appropriately.

Reviewed referral processes

The new MAPPA Co-ordinator has reviewed referral processes, actively analysed risk management and has improved accountability from every agency involved in MAPPA cases. He has built on the bespoke training available to all core agency and duty to co-operate agency training.

This has been enhanced by a Memorandum of Understanding for all duty to co-operate agencies. It’s a necessary part of ensuring that everyone knows what they are doing.

4. MAPPA Key Achievements within Thames Valley

Other key achievements:

- Recruitment of two new lay advisors to replace the one lost.
- Establish a firm induction process for Lay Advisors in the absence of the original induction and finance provided by the centre.
- A training programme on MAPPA was delivered to staff at a new female semi secure mental health unit for Oxfordshire & Buckinghamshire.
- Talks on MAPPA were given at academic seminars at the Oxford & Buckinghamshire Mental Health Trusts. Berkshire was covered through talks at Thornford Park.
- Links with mental health provision were strengthened by providing a structure between Ministry of Justice Notifications and medical consultants in Thames Valley. This will ensure that Mental Health patients are appropriately brought into the MAPPA process.
- Quality checks have been carried out on Category 2 Offenders submitted for MAPPA against information provided by the Prison Service, to ensure consistency and accuracy.
- Firm links have been established with regional MAPPA Units in the management of Level 3 cases.
- MAPPA staff are represented on the ACPO South East Regional Group to disseminate best practice.
- Work began to implement a viable audit process around Level 2 & 3 cases.
- We strengthened our links with the Youth Offending Service, providing training at a combined managers meeting and also to individual offices.
- We set up spreadsheets to provide better management information to the Strategic Management Board.
- This information has also been dissemination to Senior Probation Offices and BCU (police) staff.

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5. Which offenders come under MAPPA?

i Types of offenders

If you look at the statistical page of this report (page 22), you will see both the **categories of offenders** and the **MAPPA levels** mentioned. An offender from any of the **three** categories can be managed at any of the **three** levels of MAPPA, depending on the risk they are judged to pose and the requirement for active multi-agency management. The level will be determined by the professionals working together under MAPPA (but mostly by probation officers).

MAPPA Category 1 – Registered Sex Offender

All Registered Sex Offenders (RSOs) are subject to MAPPA. Part 2 of the Sexual Offences Act 2003 defines Registered Sex Offenders as those offenders having been convicted or cautioned since September 1, 1997 of a sexual offence listed in Schedule 3 of that Act, or who at that point were serving a sentence for a like offence.

RSOs remain subject to MAPPA for the period they are required to register. This is determined by the sentence or by the presence of a civil order attracting a requirement to register, for example, a Sexual Offences Prevention Order (SOPO).

If an offender is sentenced to **six months'** imprisonment, then registration would be for **7 years**. Between **six and 30 months**, that increases to **10 years'** registration and if the individual is sentenced to **30 months or more**, then they are placed on the register **indefinitely** (usually for life or shortened only through appeal).

These registration lengths are halved for offenders under 18 years of age and may be varied for people given conditional discharges for less serious sexual offences (e.g. a conditional discharge for two years would also mean two years on the register). Any other disposal (e.g. a community sentence/fine) requires registration for five years.

5.i Types of Offenders

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MAPPA Category 2 – Violent/Other Sex Offenders

This category is for offenders who have committed an offence within Schedule 15 of Criminal Justice Act 2003 (CJA 2003) and who received one or more of the following:

- 12 months or more imprisonment;
- 12 months or more detention in a young offenders' institution;
- a sentence of detention at Her Majesty's pleasure;
- a sentence of detention for public protection under section 91 of the Sentencing Act (offenders under 18 convicted of certain serious offences);
- a sentence of detention under section 228 of the Criminal Justice Act 2003;
- a detention and training order of 12 months or more;
- a hospital or guardianship order within the meaning of the Mental Health Act 1983 (c.20); or was
- found not guilty by a court in England or Wales by reason of insanity; or was
- found to be under a disability and to have done the act charged against him/her in respect of such an offence.

Category 2 only applies to offenders who are currently subject to statutory supervision/licence conditions and who were sentenced after April 1, 2001 or who were at that point serving a sentence for a qualifying offence. This category is not retrospective (pre April 1, 2001).

Offenders remain in this category until the end of their statutory supervision/licence for the qualifying offence. At this point the offender should be reviewed under MAPPA and, if a high risk of harm remains, they should be transferred to MAPPA Category 3. If there is no longer a risk of serious harm the offender should be de-registered from MAPPA.

MAPPA Category 3 – Other Offenders

These are offenders who are not included in Categories 1 or 2 but who are considered to pose a high risk of causing serious harm to the public or an individual. This category is not defined by specific offences. The identification of these offenders is dependent on, and determined by, the judgement of and the risk assessment undertaken by the agency involved in agreement with the 'Responsible Authority'. (police, probation and prison services).

To be included in this category the offender must have been convicted of an offence that indicates they are capable of causing serious harm to the public **AND** the 'Responsible Authority' must have reasonable and identifiable concerns that the offender may cause serious harm to the public or specific individuals in the future.

An offender will remain subject to MAPPA in this category until the 'Responsible Authority' determines the risk of causing serious harm has diminished. At this point the offender should be de-registered from MAPPA.

5.ii MAPPA Levels of Management

ii MAPPA Levels of Management:

There are three levels of MAPPA management. The structure of risk management is designed so that resources follow risk. This helps us to manage identified risk in the most efficient and effective way.

The levels of management do not always equate directly to levels of risk but normally

the higher the assessed level of risk, the higher the level of management needed.

The level at which a case is managed is dependent upon the nature of the risk and how it can be managed – not all high risk will need to be managed at Level 3 and the complexities of managing a medium risk offender at Level 1 might justify putting that offender up to Level 2.

5.ii MAPPA Levels of Management

The risk management structure is based on the principle that cases should be managed at the lowest level consistent with providing a defensible risk management plan.

In order to establish the level of management, probation officers need to consider:

a) What is the level of risk of serious harm presented by the offender?

Definition of serious harm: life threatening or traumatic from which recovery whether physical or psychological is difficult or impossible.

b) How many agencies are actively/significantly involved in the management of risk?

Definition of Active/Significant management of risk: regular meaningful contact as part of an action plan to reduce risk.

In each divisional area within Thames Valley, there are multi-agency meetings, using MAPPA legislation, to ensure the proper and effective management of MAPPA offenders. These five MAPPA areas match the Basic Command Unit (BCU) areas for both police and probation. They are:

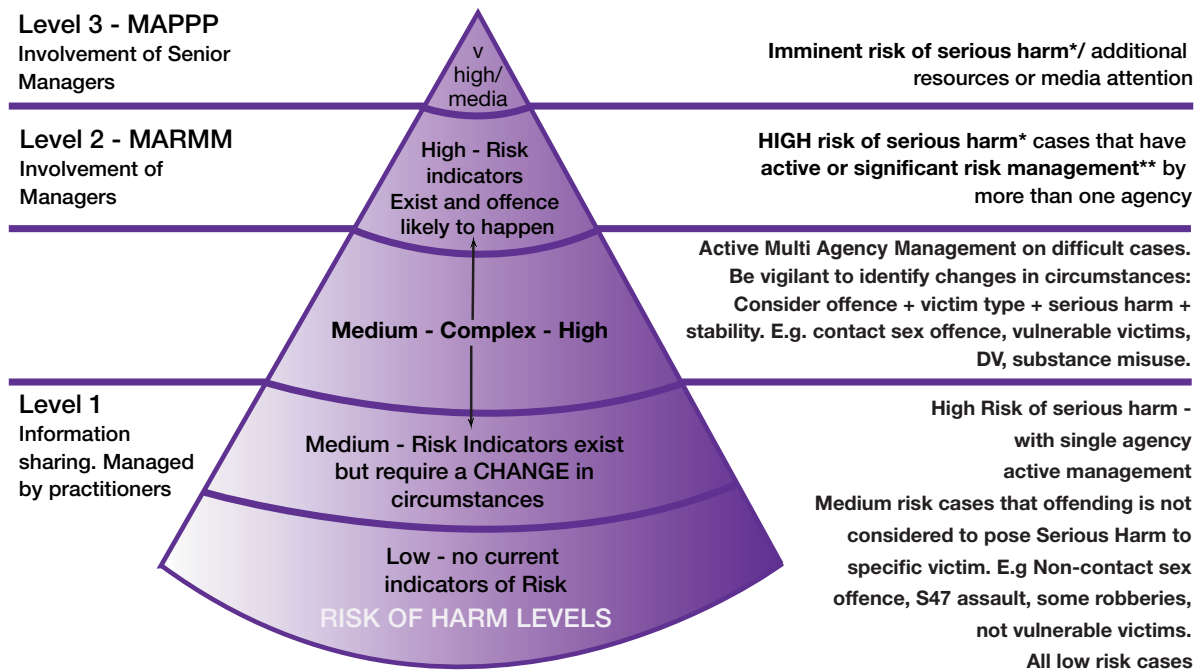
- Oxfordshire
- West Berkshire
- East Berkshire
- Buckinghamshire
- Milton Keynes

It is the joint responsibility of the police, prison and probation services to convene and chair the meetings in each of these areas. The meetings mostly deal with the top two levels of risk, but all three levels are explained overleaf.

Sharing a common understanding of MAPPA Management Levels (Thames Valley Area)

MARMMs and MAPPP are for co-ordinating multi agency plans and identifying gaps.

MAPPA MANAGEMENT LEVELS



* Definition of Serious Harm = life threatening or traumatic from which recovery wheater physical or psychological is difficult or impossible

** Definition of Active / Significant management of risk = regular meaningful contact as part of an action plan to reduce risk.

5.ii MAPPA Levels of Management

MAPPA Level 1

Ordinary Risk Management by practitioners (usually probation or police)

Level 1 is used in cases in which the risk posed by the offender can be managed by one agency without actively or significantly involving other agencies. Generally, offenders managed at Level 1 will be assessed as presenting a low or medium risk; and the **large proportion of all MAPPA offenders are likely to be managed at this level.**

Relevant information about these offenders is shared with partnership agencies to identify if any other agency has some information that could increase risk.

If the supervising agency believes risk is escalating further they contact the police and/or refer to Level 2 or 3.

During 2006-07 the Thames Valley MAPPA managed 1,279 offenders at Level 1. In 2005-06, this figure was 1,270.

MAPPA Level 2

Local Inter-agency Risk Management involving Manager/Supervisors

Level 2 risk management is used where the active involvement of more than one agency is needed and either the level of risk is high or there is some complexity in managing the risk.

The purpose of Level 2 meetings is to consider the risk assessment and identify any gaps before co-ordinating the multi agency management plan.

Staff referring cases into Level 2 are expected to produce as much of the plan as possible prior to the meetings following consultation with other key agencies identified as working with the offender.

The main distinction between Level 1 and Level 2 is the need for management oversight of Level 2 cases due to risk/complexity and to monitor the cross agency intervention.

MAPPA Level 2 meetings are held monthly or bi-monthly and are called Multi-Agency Risk Management Meetings (**MARMMs**).

Meetings will be chaired by either a manager from the probation service of at least Senior Probation Officer grade or a manager from the police of at least Chief Inspector rank.

During 2006-07 the Thames Valley MAPPA managed 641 offenders at Level 2. In 2005-06, this figure was 457.

MAPPA Level 3 - 'the critical few'

Multi Agency Public Protection Panels (MAPPPs)

This level is used for the 'critical few'. Cases are defined by the following criteria:-

- (i) the offender is assessed as at high or very high risk of causing serious harm; **AND**
- (ii) presents risks that can only be managed by a plan which requires close co-operation at a senior level owing to the complexity of the case and/or because of the unusual resource commitments it requires; **OR**
- (iii) although not assessed as high or very high risk, the case is exceptional because the likelihood of media scrutiny and/or public interest in the management of the case is very high and there is a need to ensure that public confidence in the criminal justice system is sustained.

MAPPA Level 3 meetings are held as and when there is a specific case for discussion that fits the Level 3 criteria. These meetings are called Multi Agency Public Protection Panels (**MAPPPs**). They are reserved for what we call the 'critical few'. These are offenders who pose the highest risk to the public, or whose release from custody will attract significant media attention and/or public interest, which can make it more complex to safely manage that person in the community.

Meetings will be chaired by a Senior Manager from either the police or probation with the ability to call on additional financial or staff resources from other agencies. MAPPPs meet bi-monthly, although they can be convened at short notice in response to events or receipt of information about risk which requires urgent attention.

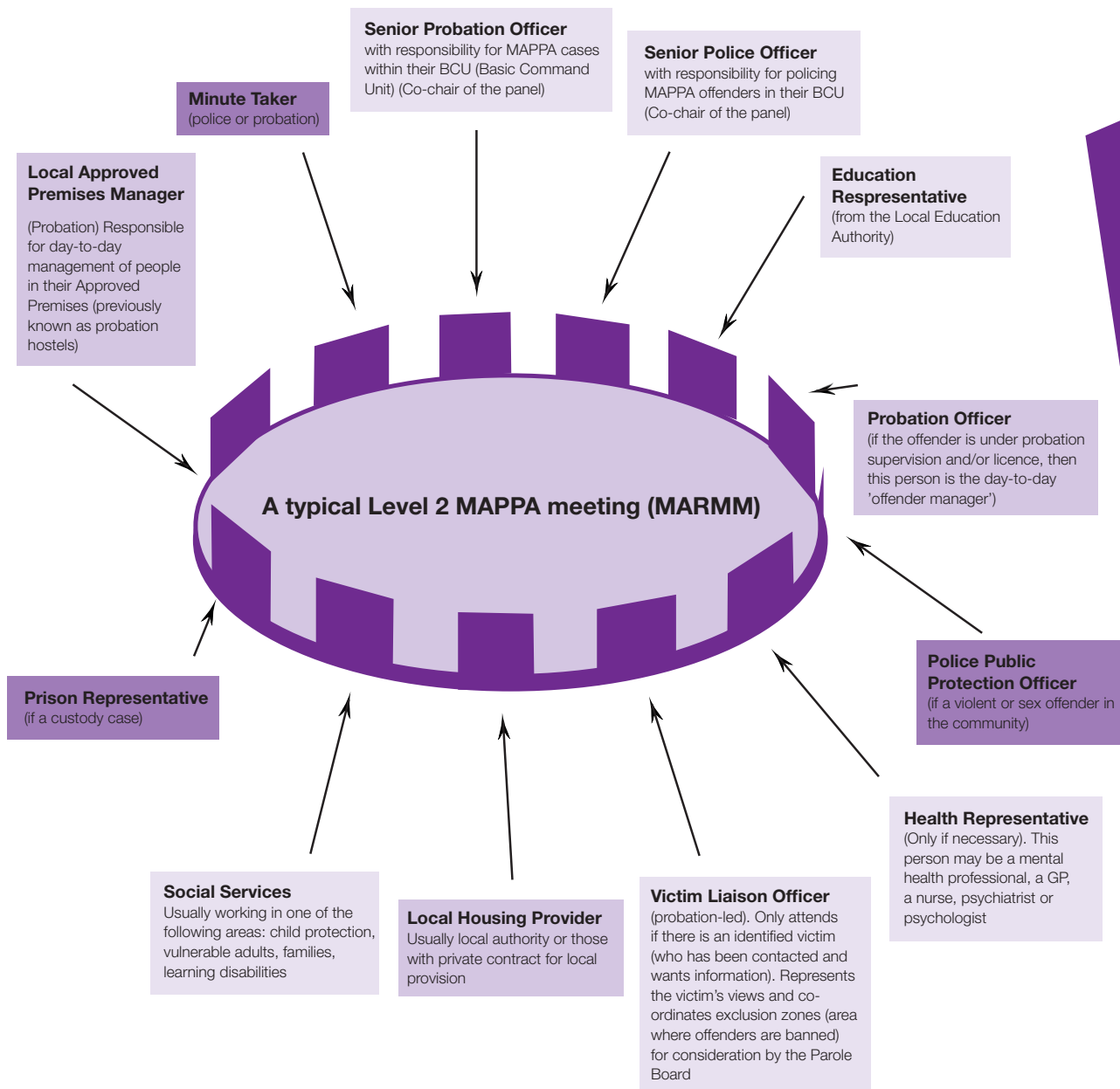
During 2006-07 the Thames Valley MAPPA managed 42 offenders at Level 3. In 2005-06, this figure was 28. Some of the increase can be attributed to increased media scrutiny (criteria iii above), rather than the current risk posed by the individual.

MAPPA Level 2 Multi-Agency Risk Management Meeting

The professionals meet regularly to discuss all relevant cases. More than one case will be discussed at each meeting, with the 'duty to co-operate' professionals changing accordingly. Risk management and sentence planning, whether the offender is in custody or the community is co-ordinated at this level.

The key aim is to:

- Discuss existing risks and identify any new ones
- Share information
- Ensure joint co-ordination and co-operation with the current risk management plan



Lay Adviser

A Lay Adviser from the MAPPA Strategic Management Board may also attend the meeting. The Lay Adviser, who represents the public's 'view' is there to observe but can ask questions and challenge decisions too.

MAPPA Level 3 Multi-Agency Public Protection Panel ('the Critical Few'*)

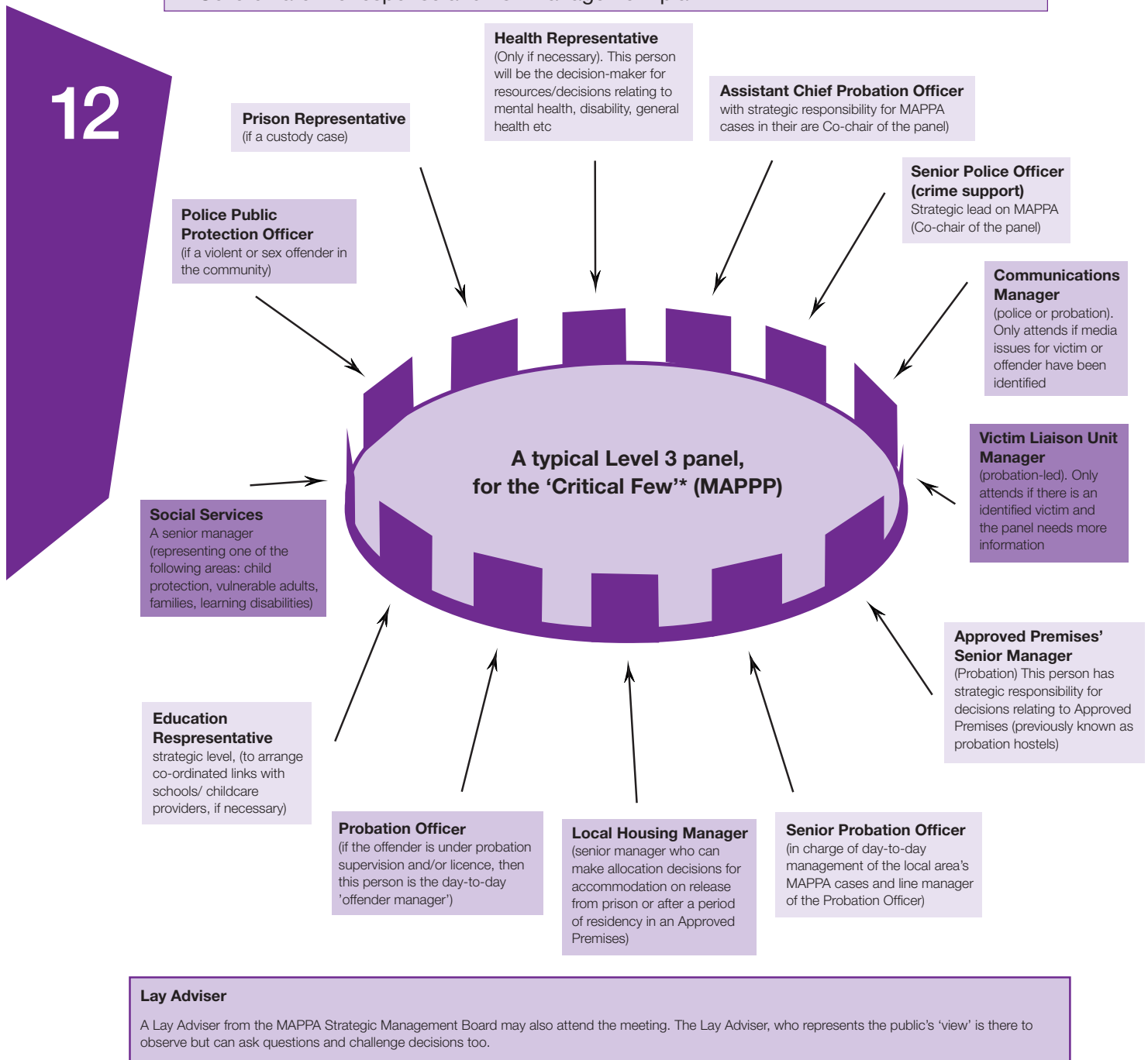
*offenders (usually violent, dangerous or serious sex offenders) who may pose a serious risk of harm to the public

Some of the professionals who attend are also core members of MAPPA at local Level 2 meetings. They share valuable information on offenders whose level has been raised, or who are managed locally. Level 3 cases are invitation-only and often include senior strategic managers who can quickly authorise additional resources if needed.

This illustration indicates those who may be at a Level 3 Panel meeting. Other professionals may be brought in too. The police, probation and prison services have a legal duty to convene and co-ordinate these meetings. Other agencies have a legal 'duty to co-operate' both with attendance and with the decisions made.

The key aim is to:

- Identify the risks
- Share information
- Co-ordinate the response and risk management plan



6. How do we manage the risk posed by offenders in Thames Valley?

For offenders subject to statutory supervision, which can include **Community Orders** or **post-release licence**, there are National Standards which must be met. These determine things like how often the offender is seen by a probation officer, how often their risk management plan is reviewed and other options, like whether we can impose additional restrictive conditions, if needed. All these National Standards are rigorously enforced.

A post-release licence may contain a variety of conditions tailored to manage the risk posed by an individual offender.

An example of conditions often applied:

- Requirement to live at a particular address, for example approved premises (formerly known as probation or bail hostels) and to observe a curfew (day or night) with an electronic tag.
- A ban on entering certain localities
- A ban on making contact with certain individuals or groups – particularly victims
- Restrictions on type of employment.

If an offender fails to keep to any of the licence conditions, the probation service takes enforcement action. This can (and often does) result in the offender being returned to custody.

Thames Valley Probation manages Home Office Approved Premises (hostels). These premises provide enhanced supervision of offenders and bailees in order to protect the public and reduce risk.

Within the Thames Valley there are five probation-run Approved Premises and one managed by a voluntary agency. These can provide the additional level of monitoring and supervision needed for offenders who are subject to MAPPAs. Offenders can be instructed to live at an Approved Premises, either through a Community Order or a post-release licence.

In exceptional circumstances, cases can be referred to the National Probation Service's Public Protection and Courts Unit,

which can provide a national perspective and enlist the support of police and probation in other parts of the country. It can also provide additional short-term resources where these are deemed necessary.

In addition to statutory supervision (or instead of, when an offender deemed 'relevant' comes to the end of their licence) the police can take measures such as close monitoring and/or the application for a **Sex Offences Prevention Order (SOPO)**.

SOPOs replaced and combined the Sex Offender Order and the Restraining Order under the Sexual Offences Act 2003, which came into force on May 1, 2004.

The SOPO contains conditions which prohibit an offender from engaging in certain activities, such as entering children's playgrounds or visiting public swimming pools. Breach of a SOPO is punishable by a maximum of five years' imprisonment.

During 2006-07 Thames Valley MAPPAs applied for 13 SOPOs, 1 was initially granted as an interim order and 12 were granted as full orders. In 2005-06, we applied for 17 SOPOs. One was granted as interim order and all 17 were granted as full orders.

Disclosure

Disclosure is another important tool used to manage the risk posed by these offenders. While every effort is made to reduce the need to disclose information about an offender, there are occasions when this must be done in the interest of public protection.

Disclosure may be to an individual, an organisation or to the wider public. Each case is considered individually and the Home Office Guidelines are always followed. In addition, the Thames Valley Police Legal Department considers the legality and proportionality of disclosure in each case.

A lot of attention, particularly in the media, is given to people's right to know where sex offenders are living in the community.

6. How do we manage the risk posed by offenders in Thames Valley?

Disclosing such details is handled on a case-by-case basis at the moment but it is part of the wider child sex offender review, which is expected during 2007. The review is addressing issues around public access to information about sex offenders as well as monitoring arrangements under MAPPA. The review will also look at approved premises, rehabilitation and treatment of child sex offenders.

Thames Valley Sex Offender Groupwork Treatment Programme

Thames Valley Probation runs a sex offender programme, which is Home Office accredited.

The National Probation Service has two principle aims in its work with sex offenders:

- To protect the public, particularly potential victims, through the effective supervision of sex offenders
- To reduce the risk of re-offending

In order to contribute towards this, Thames Valley Probation, with the use of experienced and specialist probation officers and a principal forensic psychologist, is responsible for the delivery of the Programme.

The course is designed for offenders subject to a Community Order with a condition of attendance on the programme and for those who are subject to a post-custody licence with a condition of attendance.

Domestic Violence

An offender who presents a risk of serious harm in relation to domestic violence must be discussed at a MARMM (**Level 2**). If s/he fulfils the MAPPA categories (relevant conviction and poses high risk which require risk management involving more than one agency).

If an offender is about to start the probation-run Community Domestic Violence Programme (CDVP) a safety plan is put in place for the victim beforehand. This is because there is evidence suggesting risk to the victim is increased at the start of the programme.

An offender can only be managed at one

MAPPA level, however, s/he may move between levels depending on risk factors present at the time of the MAPPA meeting.

The probation service offers a comprehensive treatment programme for domestic violence perpetrators and also offers help and support to victims. In addition, the Domestic Violence, Crime and Victims (DVCV) Act 2004 has enhanced the support and services which can be offered to victims (for further information, see section 6 on Victims).

New legislation

New public protection legislative powers were introduced in April 2005 to strengthen other statutory provisions. The most significant was the measure to introduce new sentences for 'dangerous' offenders (in the Criminal Justice Act 2003, from April 4 2005) which allows courts to place offenders in custody until they no longer pose a serious risk to the public. These indefinite IPP cases (Indeterminate Public Protection) increased during 2006-07 and provide extra security to the public.

MAPPA should always be seen as the 'means' by which good public protection plans and outcomes are achieved and not the 'end' in itself.

7. Case Studies

'Adam'

Level 2 (MARMM – Multi-Agency Risk Management Meeting)

Situation

Adam was arrested for and charged with two counts of sexual activity with a female child under 14. He was sentenced to a stringent Community Order and placed on the Sex Offender Register in 2006.

His case was immediately put on the local MARMM agenda and information sharing began at an early stage of his sentence. Concerns were independently expressed by police, his Offender Manager (probation) and social services that Adam might be continuing the relationship with the victim (now 14) and it was felt that evidence was needed and restrictions on his movements should be strengthened.

Action

The MARMM agreed that the police should apply for a SOPO (Sexual Offences Prevention Order) against Adam. This would place additional restrictions on him.

An interim SOPO was granted by the court and included a condition banning him from contact with the girl.

Police, acting on information shared at the MARMM, carried out an unexpected home visit and found the girl hiding in a wardrobe at Adam's house. Adam was arrested and placed before the Crown court.

Outcome

Adam was sentenced to six months' imprisonment, which means he will also be an RSO for the next seven years. At the same time, the court imposed a full SOPO, which runs with strict conditions until 2011. His case will remain an item for discussion at the MARMM for the foreseeable future and any cause for concern will be addressed.

This case showed excellent liaison between police, probation and social services which identified Adam's total disregard for authority and rules at an early stage of his notification period. Without MAPPA, the whole picture would not have emerged and Adam may have carried on abusing his young victim.

7. Case Studies

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“Charlie”

Level 3 (MAPPP – Multi-Agency Public Protection Panel)

Situation

Charlie was a ‘category 3’ referral into MAPPA. Unlike most referrals, from police or probation, Charlie was put forward by the Community Mental Health Team (CMHT). He had various mental health issues and was, at the time, detained in hospital under a treatment order of the Mental Health Act.

Charlie had a troubled history. He was not good at working with agencies trying to support him or charged with seeing him through a court order, of not taking his prescribed medication, being verbally and physically aggressive to his neighbours and of making threats to other patients and staff on the wards.

More worryingly, he had previously threatened to force himself sexually on women, had two impending court cases (actual bodily harm against an adult and cruelty to animals), had previously served prison sentences for violence and he had a predisposition towards collecting weapons.

The risk he posed to family, friends, authority staff, neighbours and his ex-partner was deemed to be high.

Action

The MAPPP agreed that a complete action plan needed to be in place before Charlie was released from his treatment order. Those called to the MAPPP group, which met regularly, included police, mental health, social services, probation and housing.

It was agreed that Charlie could not return to his home, where the local housing association were about to serve notice on him to quit (due to neighbours’ complaints).

The MAPPP advised the housing association not to proceed. If they had, Charlie would be homeless and unstable on release from hospital and pose an even greater risk to the public.

Instead, the housing association was asked to consider moving Charlie to another address agreed by probation’s housing adviser, the CMHT and police. In the meantime, Charlie was given

interim accommodation for a spell of supported leave in the community, to prepare him for his eventual release.

On the advice of the MAPPP, this was away from his home address, to protect his previous neighbours. Before this, a community beat officer, with staff from CMHT, went to Charlie’s old address to remove weapons and he signed a disclaimer agreeing to allow them to be destroyed.

All of Charlie’s previous neighbours were told about the re-housing process, which gave reassurance to them, especially as some had been too frightened to report the verbal abuse they’d had from him.

Alarms were placed in Charlie’s parents’ home to protect them from the unescorted visits Charlie had a right to before his release from the secure hospital. In addition, all addresses of witnesses in his court cases, his ex-partner and others he might contact were flagged with police.

Probation, with help from CMHT, were asked to prepare court reports asking for a community sentence, including a Mental Health Requirement, for the two outstanding court cases, so that the MAPPP and all those involved could monitor Charlie closely and safely reintegrate him back into the community.

Outcome

The Community Order was imposed, with a Probation Supervision Requirement and a Mental Health Requirement, which gives all the agencies involved in the MAPPP the close supervision for Charlie that they wanted. A short prison sentence would not have been appropriate as all the elements of the action plan couldn’t be followed through and prison was not the most suitable place for someone with Charlie’s mental health issues.

The case is ongoing as a Level 2, rather than Level 3 case and is monitored frequently.

This case illustrates ongoing and continued monitoring to ensure the long term safety of the community and addresses the mental health needs of the offender. It shows how a unique partnership has extended the supervision this offender has under MAPPA and helps us protect the public.

7. Case Studies

Brian'

Level 2 (MARMM)

Situation

Brian has been on the Sex Offender Register for the past 10 years after serving time in prison for sexual offences against young boys. He had successfully completed his post-release licence period under probation supervision and his case was regularly discussed at the MARMM.

All the agencies involved shared information they had on Brian. Police said they had no evidence but had suspicions that Brian was talking to young boys who were friends of his own two daughters. Local police intelligence had fed back that he'd been seen talking to these boys and allowing them to visit his house. This, they feared, could be the start of a 'grooming' process that sex offenders use on children.

Action

The end of Brian's 10 year registration was approaching and MARMM was concerned that there would be an unacceptable risk of re-offending if he was not required to register and be monitored.

The local police public protection officer visited Brian to discuss his contact with these young boys. He was given advice

about his behaviour and reminded of the need to avoid contact with young boys. However, Brian ignored this advice and continued to have contact with the boys.

The MARMM applied for an interim SOPO (Sexual Offences Prevention Order) and this information was shared by police, along with his picture, with other police forces. Through this, it was discovered that Brian had been seeking to groom children in a seaside resort more than 100 miles away from his home.

Outcome

Brian was identified, arrested and now stands charged with breach of his SOPO. This carries a maximum five year imprisonment. Brian will remain under the watchful eye of the MARMM, whatever the length of imprisonment.

This case shows the importance of MAPPAs and information sharing within it. Before MAPPAs, the post-release licence and registration periods would have expired and the authorities would be powerless. Brian would be free to commit more offences. Through MAPPAs, the SOPO was imposed and Brian was arrested and charged before he had committed a physical assault on a young boy.

7. Case Studies

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'Darren'

Level 3 (MAPPP – Multi-Agency Public Protection Panel)

Situation

Darren is a Registered Sex Offender who served a lengthy prison sentence for sexual crimes. He had been convicted of a number of offences in this country and abroad. His extensive criminal record dated back more than 20 years. He arrived in Thames Valley four years ago on a post-release licence.

Darren has mental health issues and a drink problem and there were serious concerns relating to his ability to function independently in the community without committing offences.

Action

Before Darren came to Thames Valley, plans were put in place for his management at an approved premises (probation hostel) in a specially-adapted room. Funding was made available for extra staffing and he was monitored via CCTV. Police had their own surveillance operation in place. He was on a curfew with strict signing in times.

The local community was kept fully informed and disclosure was made where appropriate.

A stringent information-sharing exercise was carried out with all agencies involved in MAPPA.

Police had applied for a SOO (Sexual Offences Order) which was imposed prior to the newer order SOPO (Sexual Offences Prevention Order).

Darren was regularly discussed at MAPPP meetings and his case was carefully monitored.

As his licence period drew to an end, much work went into finding Darren suitable

and appropriate housing for his eventual resettlement away from the hostel. Plans were also discussed about his on-going support in the community, giving full account to the dangers he presented.

Outcome

The plans never came to fruition. As expected, Darren re-offended for the first time the day after his post-release licence expired. Police were aware of his movements and were quick to arrest and remand him into custody for lewd behaviour in a public place (he did not physically harm anyone). This put him in breach of his Sexual Offences Order.

MAPPA meetings were called frequently due to the possibility of his quick release from custody, and plans were made to accommodate him again at the same probation hostel due to the relative success of his (lengthy) stay.

This case eventually ended up in the High Court following an appeal against conviction. The High Court judges made positive references to MAPPA and the risk management plans that had been developed.

Darren is now in the dangerous and severe personality disorder unit of a secure hospital which ensures that the public are protected from him and that he receives the necessary support for his disorder.

This case illustrates how well Darren was managed in the Approved Premises. Unfortunately, it also highlights the difficulties faced by the MAPPA when a statutory control (ie the post-release licence) comes to an end. It shows the difficulty of working with offenders who cannot change, but who can only be controlled.

8. Strategic Management Board

i. An overview of SMB achievements in 2006-07

MAPPA in the Thames Valley is overseen by a **Strategic Management Board (SMB)** made up of senior managers from all of the agencies involved in the MAPPA process locally along with Lay Advisers appointed by the Home Secretary.

The SMB ensures that the MAPPA process is working effectively and sets the objectives for the year ahead.

One of the SMB's key achievements for 2006-07 has been the launch of the new **Local Working Requirements**. This is a significant achievement and much credit must go to the then Senior Probation Officer who was seconded to the role of MAPPA Manager in 2005-06. It is no surprise that she has been promoted and is now an Assistant Director for probation.

The Local Working Requirements pull all the information together to ensure all the agencies involved in MAPPA are operating with consistency, accuracy and transparency. This was ahead of the new national Home Office MAPPA Guidance 2007 and has ensured that Thames Valley is at the forefront of operational practice.

The SMB also spent time planning future years' activities. These include **increased links** with Safeguarding Children Boards, other children's trusts, Crime and Disorder Reduction Partnerships and the Thames Valley Local Criminal Justice Board.

The Thames Valley MAPPA **met its strategic aim** to produce a three-year strategy and the rolling plan was put into place in April 2006. Both the Thames Valley Local Criminal Justice Board (LCJB) and local Safeguarding Children Board (LSCB) receive the MAPPA's business plans, so they can dovetail plans of their own with it.

The business plan also included **a training strategy** for all practitioners, new staff, duty to co-operate agency staff. This built on the success from last year and included supplement risk of harm training for probation staff, training for MAPPP and

MARMM chairs and members of both types of MAPPA meetings.

Early on in the financial year 2006-07, all MAPPA SMBs in England and Wales were asked by the Home Secretary to notify all primary schools and then all pre-school providers (including registered child-minders, playgroups, nurseries, leisure centres and holiday play schemes) about the **location of approved premises** (probation hostels) and their purpose.

In all, we estimate more than 6,000 letters and accompanying leaflets were sent out. This work was co-ordinated for the Thames Valley MAPPA by the Communications Unit of Thames Valley Probation, with assistance from council and unitary authority SureStart and Early Years departments throughout Thames Valley.

The exercise was a valuable one in that all these council and unitary authority departments were fully informed about MAPPA, why it exists and what it does to help local communities. They were then able to pass our letters and leaflets on to the right audiences, through their channels.

It was also an extremely useful way to make **new contacts** throughout such a vast MAPPA area. We did not receive a single negative response from the recipients of the information supplied.

Communication is a key feature for the SMB and the decision was taken during 2006-07 to co-opt a communications link on to the SMB. This ensures good two-way communication, both in terms of promoting the SMB's role to partner organisations and the need for the SMB to be kept in touch with all media sensitive cases.

Other new members of SMB include the Assistant Director (probation) responsible for approved premises (probation hostels) and the Clinical Director of the Thames Valley Forensic Mental Health Service.

Appendix 2 of this report details the SMB's plans for 2007-08, which have been designed to further **strengthen and develop** MAPPA in Thames Valley.

8.ii Strategic Management Board

ii. Lay Adviser's report

I first became interested in MAPPA when I saw the advertisement for new Lay Advisers in the local press. I was appointed in 2007 and have attended one SMB meeting and two MARMM sessions, so my exposure to the system is still in its early stages.

I have been extremely impressed by the professionalism and quality of all those attending the meetings from all the agencies involved. I look forward to learning more about the various arrangements and hope that I will be able to make a meaningful contribution and transmitting confidence building messages to the public by whatever means are developed for the purpose.

In the local MARMM meetings, at which offenders are reviewed either on release from prison or periodically depending on the seriousness of their previous offending and perceived risk for the future, I was reassured

by the detail available and the preparation of information presented to the meeting on each offender.

I was pleased to see the willingness of the agencies to offer contact and where appropriate, accommodation, to minimise the risk of future offending and to help and guide them towards constructive rehabilitation.

Because of the thoroughness in preparation, shortcomings in the management of one or two cases became apparent and solutions were quickly proposed and the follow up to be reviewed at the subsequent meeting. After each MARMM a list was sent to participating members which clearly specified the work and timescale for action required for the offenders reviewed.

John Jakobi
Thames Valley MAPPA

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9. Victim Work

Thames Valley Probation set up its Victim Liaison Unit in 2001 in response to section 69 of the Criminal Justice Act 2000, which imposed a statutory duty upon the probation service to undertake victim contact work with the victims of sexual and violent offenders sentenced to 12 months or more in custody. This includes the families/partners of murder victims.

The unit's victim liaison officers play an essential role within MAPPA. They contribute at multi-agency meetings and work with probation supervising officers, police public protection officers and prison staff to ensure named victims are safeguarded from offenders.

The service offered to victims can range from correspondence by telephone or letter to face-to-face contact. We can often learn more about an offender's behaviour by talking directly to a victim, especially in domestic violence cases.

The work focuses on providing information to the victim about how the criminal justice system

works after the offender has been sentenced.

It also provides them with a voice at certain key points of a prisoner's sentence, or ensures that preventative steps are taken to protect the victim from re-victimisation, including psychological distress. This can be in the form of 'no contact requirements' or 'exclusion zones' being part of a prisoner's post-release licence conditions.

As a result of changes to the Domestic Violence, Crime and Victims Act 2004, the Victim Liaison Unit now liaise and work with victims of serious violent or sexual crime where the perpetrator was convicted and then made subject to a **hospital order with a restriction order**, a **hospital direction and limitation direction** or those prisoners who have been transferred from prison to hospital under a **transfer direction and restriction direction**.

This means that victims' views can be put forward at mental health review tribunals.

10. MAPPA and the Media

The comprehensive media handling protocol for the handling of sensitive MAPPA cases and serious incidents was widely used during 2006-07, which enabled all the agencies involved in MAPPA to know what was expected of them.

The protocol requires speedy information sharing between the agencies and a co-ordinated response about all sensitive, high profile or serious cases.

It ensures the media can be given appropriate and up-to-date information, where relevant, and means they can access spokespersons from all related MAPPA agencies. It gives wider coverage to the valuable contributions made by many agencies in the interest of public protection.

In October 2006, the Registered Sex Offender figures, and all other MAPPA statistics for 2004-05 were released nationally. For the first time, the statistical information was broken down to cover the five Basic Command Units: Oxfordshire, West Berkshire, East Berkshire, Buckinghamshire and Milton Keynes.

In Thames Valley, building on previous years' experience, we held a joint press launch at Thames Valley Police's headquarters in Kidlington.

We put up spokesmen from police, probation and the prison service and, on the whole, coverage was an accurate reflection of the Thames Valley picture.

In February 2007, the Thames Valley MAPPA enlisted the help of the media when a Level 2 offender residing in approved premises (probation hostel) failed to obey the 11pm curfew. Despite an extensive police search, he wasn't found and the weekend was approaching. We felt that a public appeal would be helpful and so we held a joint police and probation press conference, releasing the offender's photograph and details.

The news hit the national headlines in less than 20 minutes and within an hour, having seen himself on the news, the offender gave himself up.

Media reporting in this case was fair and accurate and subsequent press reports highlighted MAPPA and its importance.

11. Statistical Information

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The Figures - an explanation

In 2004-05, Thames Valley MAPPA managed 1,382 offenders. In 2005-06, this figure was 1,755. **In 2006-07, the figure is 1,962.**

The number of Registered Sex Offenders increased from **936** in 2005-06 to **982** in 2006-07, an increase of **46**. This is due to more people being added to the register, either because they have committed offences or have been transferred in from another area. The 46 must be viewed in relation to the population of Thames Valley, which is approaching 2.2 million.

The number of RSOs on the register will grow with every new offence. This is because the minimum number of years an offender will stay on the register is five years and some will stay on it for life.

The increase does not necessarily mean there are more sex offenders in the community but an increase in those who are on the register. This means we know where convicted RSOs are – a much more reassuring position for the general public than in years gone by.

The three categories (types) of offenders who come under MAPPA, as seen in the statistical information on these pages, were explained in Section 5 of this report. In the same section, an explanation was given on the three different levels of management under MAPPA. Knowing both the categories and the MAPPA levels makes to statistics on these pages easier to interpret.

1. Category 1 MAPPA offenders: Registered Sex Offenders (RSO)

- i) The number of RSOs living in our Area on 31st March 2007 – Area total, plus broken down to named BCU level.

Total	982
BCU	RSO
Oxfordshire	323
West Berkshire	227
East Berkshire	152
Milton Keynes	130
Buckinghamshire	150

- a) The number of RSOs per 100,000 head of population.

RSO per 100k	46
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- ii) The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1st April 2006 and 31st March 20.

Total	8
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- iii) The number of (a) Sexual Offences Prevention Orders (SOPOs) applied for (b) interim SOPOs granted and (c) full SOPOs imposed by the courts in your Area between 1st April 2006 and 31st March 2007.

(a)	13
(b)	1
(c)	13

- iv) The number of (a) Notification Orders applied for (b) interim Notification Orders granted and (c) full Notification Orders imposed by the courts in your Area between 1st April 2006 and 31st March 2007.

(a)	0
(b)	0
(c)	0

- v) The number of Foreign Travel Orders (a) applied for and (b) imposed by the courts in your Area between 1st April 2006 and 31st March 2007

(a)	0
(b)	0

11. Statistical Information

2. Category 2 MAPPA offenders: Violent offenders and Other Sexual offenders (V&OS)

vi) The number of violent and other sexual offenders (as defined by Section 327 (3), (4) and (5) of the Criminal Justice Act (2003)) living in our Area between 1st April 2006 and 31st March 2007.

Total	770
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3. Category 3 MAPPA offenders: Other Offenders (OthO)

vii) The number of 'other offenders' (as defined by Section 325 (2)(b) of the Criminal Justice Act (2003)) between 1st April 2006 and 31st March 2007

Total	210
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4. Offenders managed through Level 3 (MAPPP) & Level 2 (local inter-agency management)

viii) How many MAPPA offenders in each of the three Categories (i.e. (1)- RSOs, (2)- V&O and (3)- OthO above) have been managed through the MAPPP (Level 3) and through local inter-agency risk management (Level 2) between 1st April 2006 and 31st March 2007.

(1) - Level 2	221
Level 3	15
(2) - Level 2	222
Level 3	15
(3) - Level 2	198
Level 3	12

ix) Of the cases managed at levels 3 or 2 (i.e. (viii)) between 1st April 2006 and 31st March 2007, how many, whilst managed at that level:

Were returned to custody for a breach of licence?

a) - Level 2	92
Level 3	2

Were returned to custody for a breach of a Sexual Offences Prevention Order?

b) - Level 2	0
Level 3	0

Were charged with a serious sexual or violent offence?

c) - Level 2	0
Level 3	0

12. Partnership Agencies in the Thames Valley

Agency Contact List

Thames Valley Police	0845 8 505 505
Thames Valley Probation	01869 255300

For Social Services and Housing issues contact:

Oxfordshire County Council	01865 792422
Milton Keynes Council	01908 691691
Buckinghamshire County Council	01296 395000
Slough Borough Council	01753 552288
Royal Borough Windsor & Maidenhead	01628 798888
Bracknell Forest Council	01344 424642
Wokingham District Unitary Authority	0118 974 6000
Reading Borough Council	0118 939 0900
West Berkshire Council	01635 42400??

Victim Support:

Aylesbury	01296 397618
Bracknell	01344 411411
Chiltern	01494 732788

High Wycombe	01494 436486
Maidenhead/Windsor	01628 636367
Milton Keynes	01908 607989
North Oxfordshire	01295 277990
Oxford & District	01865 751511/2
Reading	0118 958 6166
Slough	01753 535266
South Oxfordshire	01235 516840

Youth Offending Teams:

Bracknell Forest YOT	01344 354300
Buckinghamshire YOT	01296 434624
Maidenhead YOT	01628 683280
Milton Keynes YOT	01908 391000
Oxfordshire YOT	01865 721212
Reading & Wokingham YOT	0118 9390420
Slough YOT	01753 522702
West Berkshire YOT	01635 264800

Prison Service:

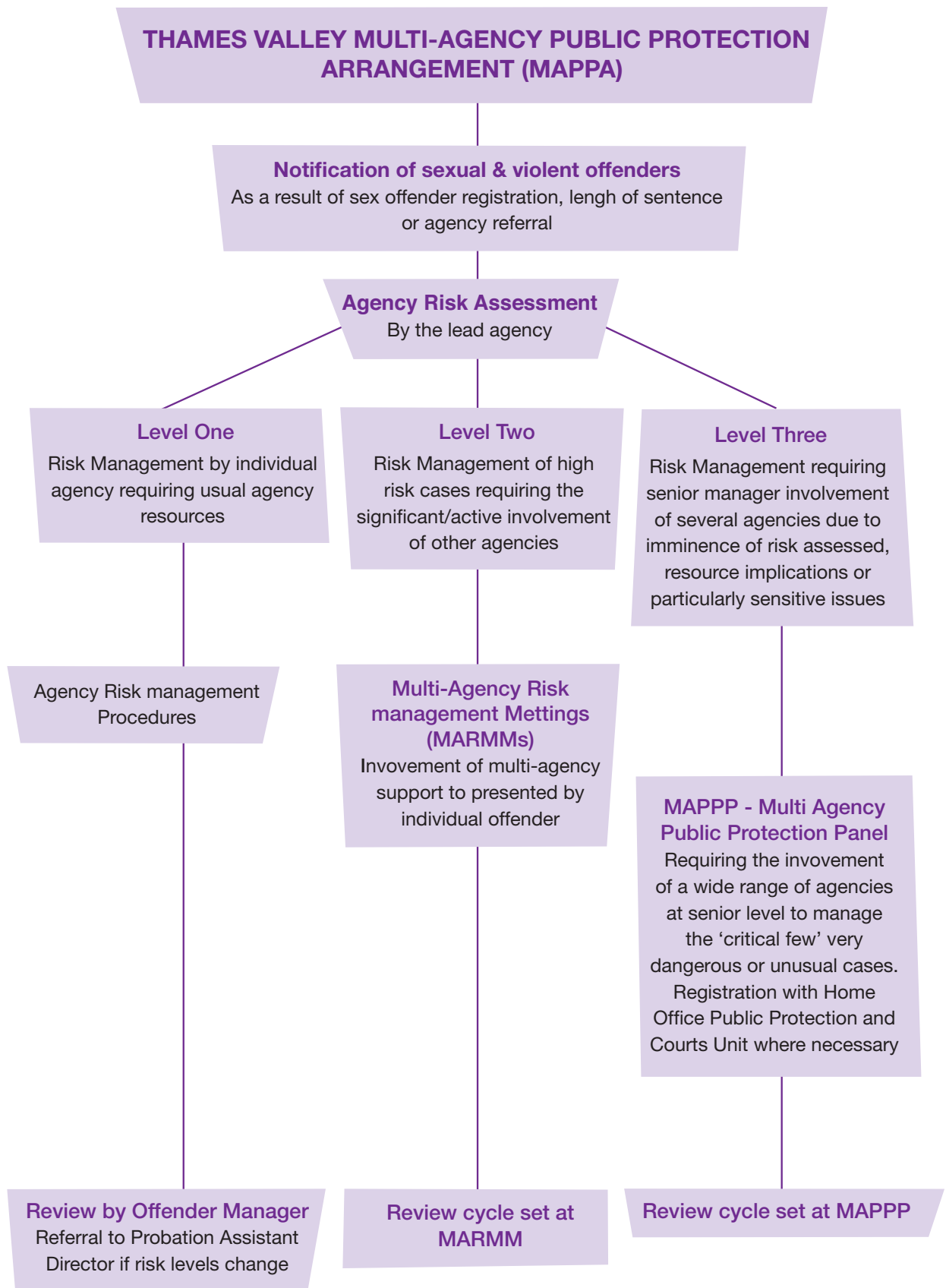
Aylesbury YOI	01296 444000
HMP Bullingdon	01869 353100
HMP Grendon	01296 443000
Reading YOI	0118 9085000
HMP Springhill	01296 443000
HMP Woodhill	01908 722000

Abbreviations Checklist

LCJB	Local Criminal Justice Board
MAPPA	Multi-Agency Public Protection Arrangements
MAPPP	Multi-Agency Public Protection Panel (for Level 3 high, very high or complex cases)
MARMM	Multi-Agency Risk Management Meeting (for Level 2 and Level 1)
NPS	National Probation Service
OASys	Offender Assessment System
PPO	Public Protection Officer
RSO	Registered Sex Offender
SMB	Strategic Management Board (MAPPA)
SOPO	Sexual Offences Prevention Order
TVP	Thames Valley Police
TVPA	Thames Valley Probation Area
VISOR	Violent and Sexual Offenders Register
YOT	Youth Offending Team
YOS	Youth Offending Service

Appendix 1: MAPPA Flowchart

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Appendix 2: Thames Valley MAPPA SMB's Business Plan for 2007-08

Thames Valley MAPPA has a current three-year strategic business plan, which runs from 2005-2008.

Achievements against planned targets for the year 2006-07 are detailed in this annual report, in Section 4 and Section 8.

A synopsis of the 2007-08 business plan is detailed below:

Target 1:

To develop the SMB to include representation from more Duty to Co-operate (DTC) agencies

Delivery plan:

To represent MAPPA at Local Criminal Justice Board meetings, increasing awareness with key agencies; build on breakfast meetings with key DTC partner agencies and keep them aware of MAPPA developments

Milestone:

To increase SMB membership and awareness of MAPPA by DTC agencies during 2007-08

Target 2:

Analysis of use of MAPPA risk management thresholds at Levels 2 & 3

Delivery Plan:

To review MAPPA notification forms and feedback weekly

Milestone:

Improved accountability and active analysis of risk management during 2007-08

Target 3:

Provide training and resource for the implementation of ViSOR into the probation service in Thames Valley

Delivery Plan:

Delivery must be in line with national implementation guidance and funding

Milestone:

By March 2008

Target 4:

Improve consistency of recording and collation of MAPPA data

Delivery Plan:

Monitor use of templates to support information sharing, MAPPA referrals, minute taking and review processes

Milestone:

New collation procedures to be in place by April 2007

Target 5:

Develop guidance for Serious Case Review process to ensure multi-agency review processes are not duplicated and that lessons can be learned and implemented quickly

Delivery Plan:

Much achieved in 2006-07 but new national process to be implemented across Thames Valley by Central Public Protection Unit during 2007

Milestone:

Draft national guidance published and Thames Valley to adopt new working arrangements by October 2007.

