

# MAPPA

Multi-Agency Public Protection Arrangements  
PROTECTING THE PUBLIC IN PARTNERSHIP

## London Annual Report 2009-2010

Multi-agency public protection arrangements for managing  
sexual, violent and other dangerous offenders in London



Working together for a safer London



London  
Probation Trust





## Contents

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<b>Foreword</b>	1
<b>What is MAPPA?</b>	2
How do MAPPA work?	2
Who are MAPPA offenders?	3
How are offenders managed?	3
What is the role of the Strategic Management Board?	3
What do the Lay Advisers do?	4
ViSOR	4
Duty to Cooperate agencies	4
The Strategic Management Board and sub-groups	6
Message from the MAPPA Business Director	7
Message from the Lay Adviser	9
MAPPA Case Study	10
<b>Statistical information and commentary</b>	11
<b>Registered sexual offenders (RSOs) by borough</b>	14
<b>MAPPA organisational chart</b>	15

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# Foreword

## Protecting the public in partnership

Multi-Agency Public Protection Arrangements (MAPPA) are the statutory arrangements that exist to manage sexual and violent offenders. Whilst it is not a statutory body in itself, it is an important mechanism through which the responsible criminal justice agencies (police, prison and probation services) and their Duty to Co-operate partners, such as the housing authorities, health services, Job Centre Plus and Children's Services, share information and co-ordinate the protection of the public.

This is the ninth edition of the MAPPA Annual Report and is an important opportunity to publicise the work of MAPPA in a city as richly diverse and complex as London. It is our hope that, by giving you an insight into the workings of MAPPA, it will raise awareness and understanding of this crucial work.

In 2009-10, the effectiveness and co-ordination of MAPPA have been enhanced in a number of ways.

Firstly, the establishment of the MAPPA Executive Office at the beginning of the year has given impetus to an overall improvement in the quality of work. As a result, local MAPPA arrangements in each of the London boroughs are subject to greater scrutiny to ensure more robust management and better decision making.

Secondly, the standard of administration and organisation has been raised significantly with the appointment of MAPPA administrators for each of the London boroughs. They are the single points of contact for all the agencies involved and ensure good communication between them.

Thirdly, the Strategic Management Board (SMB) has appointed two new lay advisers, raising its present complement to three in total. A voluntary and unpaid role, the value of the lay adviser lies in their informed observations and challenges to the professionals by acting as a 'critical friend'. Their contribution to MAPPA is greatly appreciated.

The overriding aim of MAPPA is to make London's communities a safer place to live and work. Its continuing success in safeguarding those communities will rely, as ever, upon the professionalism of everyone involved. This report provides good evidence that the effectiveness of MAPPA lies in the quality of the partnership between all the agencies. It is also a tribute to staff who go about their work with tireless dedication each day.



**Malcolm Jenkin**  
Director of Interventions,  
London Probation Trust



**Steve Rodhouse**  
Commander  
Metropolitan Police



**Gary Monaghan**  
Governor  
Pentonville Prison



**Mike Bowron**  
Commissioner  
City of London Police

# What is MAPPA?

MAPPA are designed to manage the risk posed by certain sexual and violent offenders. MAPPA bring together the police, probation and prison services in London into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a duty to cooperate with the Responsible Authority. These include: children's services, adult social services, health trusts and authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.

The purpose of MAPPA are:

to ensure more comprehensive risk assessments are completed, taking advantage of coordinated information sharing across the agencies to direct the available resources to best protect the public from serious harm.

## How do MAPPA work?

Offenders eligible for MAPPA are identified and information is gathered and shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.

In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi agency management and their risk management plans will be formulated and monitored via Multi-Agency Public Protection (MAPP) meetings attended by various agencies.

## Who are MAPPA offenders?

There are three categories of offender eligible for MAPPA:

### Category 1 - registered sexual offenders:

These offenders are required to notify the police of their name, address and other personal details and inform of any subsequent changes.

### Category 2 - violent offenders:

Violent offenders are those who are sentenced to imprisonment or detention for 12



months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

#### Category 3 - other dangerous offenders:

These offenders do not qualify under categories 1 or 2 but they do currently pose a risk of serious harm. A link between the offending and the risk posed has been identified and these offenders require active multi agency management.

### How are offenders managed?

There are three levels of management which are based on the level of multi agency cooperation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:

#### Level 1 - ordinary management

These offenders are subject to the usual management arrangements applied by the agency that is supervising them. But this does not rule out information sharing between agencies, via the ViSOR (Violent and Sexual Offender Register) database and other routes.

#### Level 2 - active multi agency management

The risk management plans for these offenders require the active involvement of several agencies via regular MAPP meetings.

#### Level 3 - active multi agency management

This level is similar to level 2 but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, or to provide ongoing senior management supervision.

### What is the role of the Strategic Management Board?

Senior representatives of each of the Responsible Authority agencies involved in MAPP form a Strategic Management Board (SMB) which meets quarterly to monitor the arrangements and direct any necessary improvements.

### What do the Lay Advisers do?

The Responsible Authority is required to appoint two lay advisers to sit on the SMB. The lay advisers act as independent yet informed observers; they are able to pose questions which the professionals closely involved in the work might not have considered. The lay advisers also bring to the SMB their understanding and perspective of the local community where they must reside or have strong links.

### ViSOR

ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. The three MAPP Responsible Authority agencies work on the same IT system which enables the sharing of risk assessments and risk management information on individual offenders in a timely way to reduce re-offending.

### Duty to Co-operate agencies

The principal responsibility for protecting the public from sexual and violent offenders continues to rest with the Responsible Authority agencies: police, probation and prison services. However, the effectiveness of public protection often requires more than just a criminal justice response.

Many other organisations play an important role in the management of offenders and protection of the public. These organisations are known as Duty to Cooperate agencies and include:

- Youth Offending Teams
- Jobcentre Plus
- Local education services
- Local housing authority
- Registered social landlords
- Local authority social services
- Health services

While the primary purpose and duties of these bodies may not be public protection, it is clear that public protection can be critically dependent upon the coordination of the work that these key agencies undertake with an offender.

Research shows that public protection is significantly strengthened by a collaborative approach to addressing factors such as accommodation, employment and meeting healthcare needs which are critical in determining whether an offender will re-offend.

All agencies involved with MAPP are committed to sharing relevant information and the development of good practice regarding the management and assessment of offenders. Information sharing can relate to a specific offender or be more general advice on an agency's role and the ways in which it can assist in the management of offenders.

## Members of the London MAPP Strategic Management Board

<b>Malcolm Jenkin</b>	Director of Interventions, London Probation Trust
<b>Charles Hayward</b>	Business Director, MAPP Executive Office
<b>Nick Brenton</b>	Secretariat, Association of London Directors of Children's Services
<b>Jeffrey Davies</b>	Detective Superintendent (Operations), City of London Police
<b>Glynis Rogers</b>	Divisional Director Community Safety and Neighbourhood Services
<b>Carol Adams</b>	Partnerships Manager, Jobcentre Plus London
<b>Barbara Roymacauley</b>	Lay Adviser
<b>Lateef Dania</b>	Lay Adviser
<b>Lynne Hunt</b>	Lay Adviser
<b>Adrian Smith</b>	Head of Internal Inspection, London Probation
<b>Angus Cameron</b>	Mental Health Advisor, London Probation
<b>Cornelius Alexander</b>	Media Relations Manager, London Probation
<b>Gary Monaghan</b>	Governor, HMP Pentonville – London Prisons representative
<b>Steve Rodhouse</b>	Commander, Metropolitan Police
<b>David Ainscough</b>	Detective Chief Inspector, Metropolitan Police
<b>Audrey Teodorini</b>	Detective Inspector, Metropolitan Police
<b>Belinda Porich</b>	Head of London Region, National Housing Federation
<b>Sarah Haspel</b>	Mental Health Lead, NHS London
<b>Dr. Richard Taylor</b>	Consultant Forensic Psychiatrist, North London Forensic Service
<b>Sharon Flannery</b>	London Area Director, London and South East Region, UK Border Agency
<b>Natalie Ker Watson</b>	Area Manager, Victim Support
<b>John Anthony</b>	Head of Region for London, Youth Justice Board for England and Wales

### London MAPP sub-groups

Communications sub-group - chaired by Cornelius Alexander

Executive Office sub-group – chaired by Charles Hayward

Performance and Review sub-group - chaired by Adrian Smith

Training sub-group - chaired by Angus Cameron

## The MAPPAs Executive Office 2009–2010



“ In response to the growth and complexity of MAPPAs in London, the Responsible Authority established the ‘MAPPAs Executive Office’ to manage the business of the Strategic Management Board. The Executive Office was set up in April 2009. Its remit is to bring greater consistency to the work of MAPPAs across London’s 32 Boroughs and the City of London and ensure that high standards are maintained and good practice is shared. The Executive Office provides support for the borough MAPPAs chairs and for the London MAPPAs Strategic Management Board in making continual improvements to the service it provides on behalf of Londoners.

During its first year the Executive Office has achieved the objectives set for it by the Strategic Management Board.

The Executive Office has overseen the implementation of national MAPPAs practice guidance and standards which are specifically designed to ensure that MAPPAs operates consistently across London. MAPPAs is monitored against key performance indicators set by National Offender Management Service (NOMS) and, from a firm base, performance in London MAPPAs is shown to be improving further; for example it has well exceeded its performance targets set for the frequency with which cases are reviewed.

The success of MAPPAs relies upon the active participation of all those other agencies that are required by law to cooperate with MAPPAs, for example Local Authorities, Health Services and JobCentre Plus. In consultation with these agencies, the Executive Office has drawn up a comprehensive document setting out what this ‘duty to cooperate’ means in practice.

The Executive Office has strengthened the links between London MAPPAs and other statutory bodies namely the NOMS, UK Borders Agency, the Parole Board and the London Criminal Justice Partnership. They too have responsibilities relating to public protection and it is essential that London MAPPAs relates well with them.

MAPPAs depends heavily on efficient administration. Over the last year the office has been instrumental in the recruitment of 29 specialist administrators to provide dedicated administrative support to the MAPPAs chairs in each Borough.

The number of professional staff across all the various agencies who have an involvement in London MAPPAs is huge and is growing. Staff training is vital and the SMB Executive Office is embarking on a comprehensive multi-agency training programme designed to ensure that all staff involved are fully competent.

I am pleased to report that the London MAPPAs Executive Office is now well established. It is my privilege to head up the Office, which I believe is helping to make London a safer place to be. The success of the Executive Office is due to the hard work of my colleagues in the Probation Service, the Metropolitan Police and the Prison Service who have formed a vital part of the team and I am grateful also to the Chair and members of the SMB for their continual support. ”

**Charles Hayward**  
Business Director  
MAPPAs Executive Office

## MAPPA Lay Adviser's Report



“ The past year has seen a welcome increase in the number of Lay Advisers that we have been able to appoint in London and I welcome to the role my two new colleagues. In the last year I have also enjoyed the support of the new MAPPA Executive Office and Business Director, Charles Hayward. They have been immensely helpful.

As a Lay Adviser I have scrutinised level 2 MAPPs in various London boroughs, attended meetings such as the communication sub-group, and participated in the National Lay Adviser training, which was held in York.

The focus of this year's training was the dissemination of the disclosure pilots, held across four regions nationally. As this work progresses, another eighteen regions will be included. This training is essential in briefing Lay Advisers on how MAPPA fits in with the criminal justice system as well as becoming more visible to the public.

I can now see the evolution of MAPPA in London; as the board develops, strengthening public protection and providing leadership to organisations successfully managing offenders.

As I go to Level 2 meetings and report back to the London SMB, I am able to witness the hard work and dedication of staff in a range of key frontline services who strive to keep our communities safer. ”

### Barbara Roymacauley

Lay Adviser for the London MAPPA Strategic Management Board  
London Borough of Redbridge Advisory Teacher

## MAPPA Case Study

Edward was found guilty of offences of engaging in sexual activity with a child under 16, meeting a child following sexual grooming and possessing indecent images of children. He consequently spent several years in prison. At the end of his custodial period, he was released on an extended licence supervised by London Probation Trust and a Sexual Offences Prevention Order (SOPO) monitored by the Metropolitan Police in order to manage his risk on release.

As a Category 1 offender on a post release licence, Edward was monitored by both the police and the probation service under the MAPPA. Whilst Edward was on licence, the police who were managing him discovered he was developing an inappropriate relationship with a young girl. The police provided this information to Edward's probation officer who because this was such a severe breach of his licence conditions, initiated Edward's recall to custody immediately. The police then arrested Edward, and returned him to custody within hours.

When Edward was in custody following the recall, the prison service fulfilled its responsibility to update the shared database, ViSOR, with information relevant to Edward's level of risk to the public. Prison staff, upon learning of Edward's attempts to set up internet accounts whilst in custody using an associate, (possibly for the purposes of grooming in the future), updated ViSOR to provide this intelligence to the police. As a result, the police made further inquiries about both Edward and his associate. The police were able to work with the prison in monitoring the communications that Edward made and investigate Edward and his associate's internet activity. They disclosed information to the associate's employer so they could take steps to prevent him working in an environment where children were present. Edward continues to be managed in prison in order to protect the public and active measures both in custody and upon any future release will continue.

The MAPPA are most effective when the three agencies that make up the Responsible Authority work together sharing information to inform risk assessment and risk management. Edward's case shows how effective inter-agency working in London proactively protects the public.

# Statistical information and Commentary

## Number of MAPPA eligible offenders at 31 March 2010

	Level 1	Level 2	Level 3	Total
<b>Category 1</b> Registered Sex Offenders	3705	535	9	<b>4249</b>
<b>Category 2</b> Violent Offenders	2148	239	9	<b>2396</b>
<b>Category 3</b> Other Dangerous Offenders	—	56	11	<b>67</b>

### Enforcement for offenders managed via MAPPA meetings

Returned to custody for breach of licence	
Level 2	103
Level 3	5
<b>Total</b>	<b>108</b>

### Sent to custody for breach of Sexual Offences Prevention Order (SOPO)

Level 2	32
Level 3	1
<b>Total</b>	<b>33</b>

### Further data on Registered Sexual Offenders

For number of Registered Sexual Offenders per Borough see diagram on page 14

**Total number of Registered Sex Offenders in London per 100,000 head of population** 63\*

**Registered Sex Offenders cautioned or convicted of breach of registration requirement** 422

### Sexual Offences Prevention Orders

Applied for	64
Interim Order issued	11
Full Order issued	53

### Notification Orders

Applied for	43
Interim Order issued	1
Full Order issued	43

### Foreign Travel Orders

Applied for	4
Interim Order issued	0
Full Order issued	4

*\*This figure has been calculated using the 2009 Mid-Year Population Estimate published by the Office for National Statistics on 24 June 2010, excluding those aged less than ten years of age. It is not directly comparable to figures published in previous years.*

## Commentary

The totals of MAPPA eligible offenders, broken down by category, reflect the picture on 31 March 2009. The rest of the data covers the period 1 April 2008 to 31 March 2009.

As anticipated the total number of Category 1 offenders in the community has continued to rise. This is due to registration starting on 1/9/97 and it has yet to reach its peak.

The proportion of RSOs managed at Level 2 has dropped from 37% to 13%. This is due to an intended improvement in the use of the MAPPA framework to focus resources, and prioritize actions, on offenders requiring multi-agency collaboration and management across the MPS. It is likely the proportion of Category 1 offenders managed at Level 2 will remain between 10% and 15%, subject to short-term fluctuations.

The number of recorded Category 2 cases has increased due to improved, integrated recording systems. However, the number of Category 2 cases that were assessed as requiring management at Level 2 has decreased due to increased confidence in both multi-agency working and the availability of resources, which means more can be satisfactorily managed at Level 1.

### MAPPA eligible offenders

There are a number of offenders eligible for MAPPA management because they have committed specified sexual and violent offences and/or currently pose a risk of serious harm. The majority (87% this year) are actually managed under ordinary agency (Level 1) arrangements where full MAPP meetings are not required.

### Registered Sexual Offenders (RSOs)

Offenders are required to notify the police of their name, address and other personal details. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of five years' imprisonment. This year's figures show a small decrease of half of one percent in the number of registered sexual offenders in the community on MAPPA.

### Violent offenders

This category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under hospital orders. Offenders also include a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.





**Other offenders**

Offenders who do not qualify under the other two MAPPA eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

**Breach of licence**

Offenders released into the community following a period of imprisonment of 12 months or more will be subject to a licence with conditions under probation supervision. If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

**Sexual Offences Prevention Order (SOPO)**

A court may make a SOPO when dealing with certain sexual offenders or when the police make a special application on account of the offender's behaviour in the community. The full order is for a minimum of five years but it can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions such as preventing an offender loitering near schools or playgrounds. If the offender fails to comply with the requirements of the order, he or she can be taken back to court and may be sentenced to up to five years' imprisonment.

**Notification Order**

This order requires sexual offenders who have been convicted overseas to register with police in the UK in order to protect the public. Police may apply to the court for the notification order in relation to offenders already in the UK or those intending to come to the UK.

**Foreign Travel Order**

The foreign travel order prevents offenders with convictions for sexual offences against children from traveling abroad, where necessary, to protect children from the risk of sexual harm.

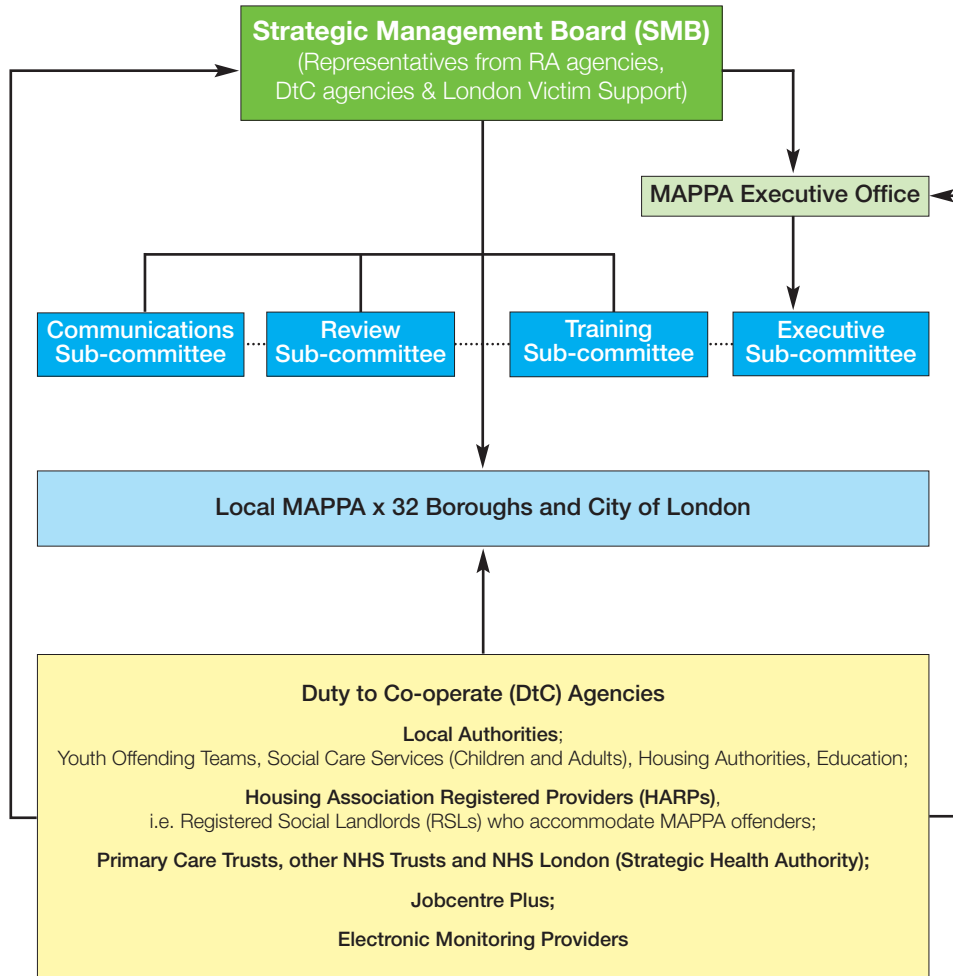
**Registered sexual offenders by borough**



Barking & Dagenham	97	Hounslow	132
Barnet	131	Islington	118
Bexley	105	Kensington & Chelsea	66
Brent	154	Kingston Upon Thames	59
Bromley	141	Lambeth	229
Camden	102	Lewisham	218
City of London	6	Merton	90
Croydon	195	Newham	190
Ealing	176	Redbridge	111
Enfield	142	Richmond Upon Thames	93
Greenwich	109	Southwark	232
Hackney	186	Sutton	71
Hammersmith & Fulham	83	Tower Hamlets	130
Haringey	171	Waltham Forest	145
Harrow	87	Wandsworth	157
Havering	78	Westminster	109
Hillingdon	136		

# London Multi-Agency Public Protection Arrangements (MAPPA)

The Responsible Authority (RA):



This report can be found on the following Responsible Authority agencies' websites:  
[www.met.police.uk](http://www.met.police.uk)  
[www.cityoflondon.police.uk](http://www.cityoflondon.police.uk)  
[www.london-probation.org.uk](http://www.london-probation.org.uk)  
[www.justice.gov.uk/](http://www.justice.gov.uk/)

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Produced by HM Prison Service, London Probation Trust, Met Police and Victim Support in London