

London

Multi Agency Public Protection
Arrangements (MAPPA)



MAPPA Annual
Report 2015/16



Working in Partnership to Protect the Public

Multi-Agency Public Protection Arrangements (MAPPAs) operate in all 32 London boroughs and the City of London. These arrangements are statutory, which means that there is a duty on all the agencies involved to share information about sexual and violent offenders and to fulfil their obligations in helping to manage them safely in the community.

MAPPAs across London is overseen by the London MAPPA Strategic Management Board (SMB). The SMB is made up of senior managers from the probation, police and prison services, which together form the MAPPA Responsible Authority, with representatives from a range of other agencies that contribute to public protection. The SMB ensures that MAPPAs operate consistently and in line with the national MAPPA guidance issued by the Ministry of Justice.

2015-16 has been a year of significant organisational change for many of the agencies associated with MAPPAs. Throughout the changes, MAPPAs have continued to provide the formal structure that allows the agencies to share information about serious offenders and enables them to work together to manage risk and protect the public. MAPPAs are led primarily by police and probation but would not work effectively without information from prisons and the active participation of the other partnership agencies. The MAPPA inspection undertaken by the joint HM Inspectorates of Police and Probation commended London for the strength of our multi-agency relationships.

The SMB has made good progress on a number of its key priorities during the year. We have been working closely with London Councils to address the challenges of finding accommodation for hard to place offenders that is both suitable for the individual concerned and safe for the local community. The SMB has also supported the introduction of an innovative way of assessing the risks posed by sexual offenders. This new Active Risk Management System (ARMS) is designed to be used by both police and probation officers and will provide valuable additional information to MAPPAs when formulating bespoke risk management plans.

The SMB has further developed its training programme for those police and probation managers who chair the Multi-Agency Public Protection (MAPP) meetings in each borough. Training has focussed on the management of foreign national offenders, on personality disorder and on the difficult subject of when and how to disclose confidential information about offenders to employers and educational establishments and to members of the public who may be at risk. MAPPAs have to strike the right balance between imposing restrictive controls on offenders in order to safeguard victims from immediate harm and ensuring that offenders have access to what they need to enable them to desist from offending.

As part of the drive to ensure the quality of MAPPAs across London, the SMB oversaw a 'Health-check' that took place in every borough. Local managers used this self-assessment as an opportunity to bring the agencies together to identify the strengths and areas for improvement in their borough MAPPAs.

The SMB and the London MAPPA Executive Office have continued to oversee and co-ordinate the work of MAPPAs across the capital. This report represents the work of numerous people from many agencies, who are working hard day by day, to protect their local communities from high-risk offenders and to help make London a safer place to be. On behalf of the London MAPPA Strategic Management Board, I thank them all.



Charles Hayward
Chair, London MAPPA Strategic Management Board
Business Director, MAPPA Executive Office

What is MAPPA?

MAPPA background

- (a) MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.
- (b) They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
- (d) The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and duty to co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

How MAPPA works

- MAPPA-eligible offenders are identified and information about them is shared by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.
- There are 3 categories of MAPPA-eligible offender: **Category 1** - registered sexual offenders; **Category 2** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; and **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.
- There are three management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2016				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	6860	2866	-	9726
Level 2	199	87	34	320
Level 3	6	9	10	25
Total	7065	2962	44	10071

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	347	414	132	893
Level 3	25	29	21	75
Total	372	443	153	968

RSOs cautioned or convicted for breach of notification requirements	246
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RSOs who have had their life time notification revoked on application	20
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	270
SHPO with foreign travel restriction	0
NOs	62

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	1
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	18	38	16	72
Level 3	3	1	4	8
Total	21	39	20	80
Breach of SOPO				
Level 2	7	-	-	7
Level 3	0	-	-	0
Total	7	-	-	7

Total number of Registered Sexual Offenders per 100,000 population	95
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This figure has been calculated using the mid-2015 estimated resident population, published by the Office for National Statistics on 23 June 2016, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2016 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2015 to 31 March 2016.

(a) MAPPA-eligible offenders – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority (96.5% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which carries a maximum penalty of 5 years’ imprisonment.

(c) Violent Offenders – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

(d) Other Dangerous 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.

(e) 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.

(f) Sexual Harm Prevention Order (SHPO) – (replaced Sexual Offence Prevention Orders) including any additional foreign travel restriction.

Sexual Harm Prevention Orders (SHPOs) and interim SHPOs are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. It requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

(g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) Sexual Risk Order (incl. any additional foreign travel restriction)

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application, by the police or NCA where an individual **has done an act of a sexual nature** and the court is **satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.**

A SRO may prohibit the person from doing anything described in it – **this includes preventing travel overseas.** Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply, the person concerned is able to appeal against the making of the order, and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

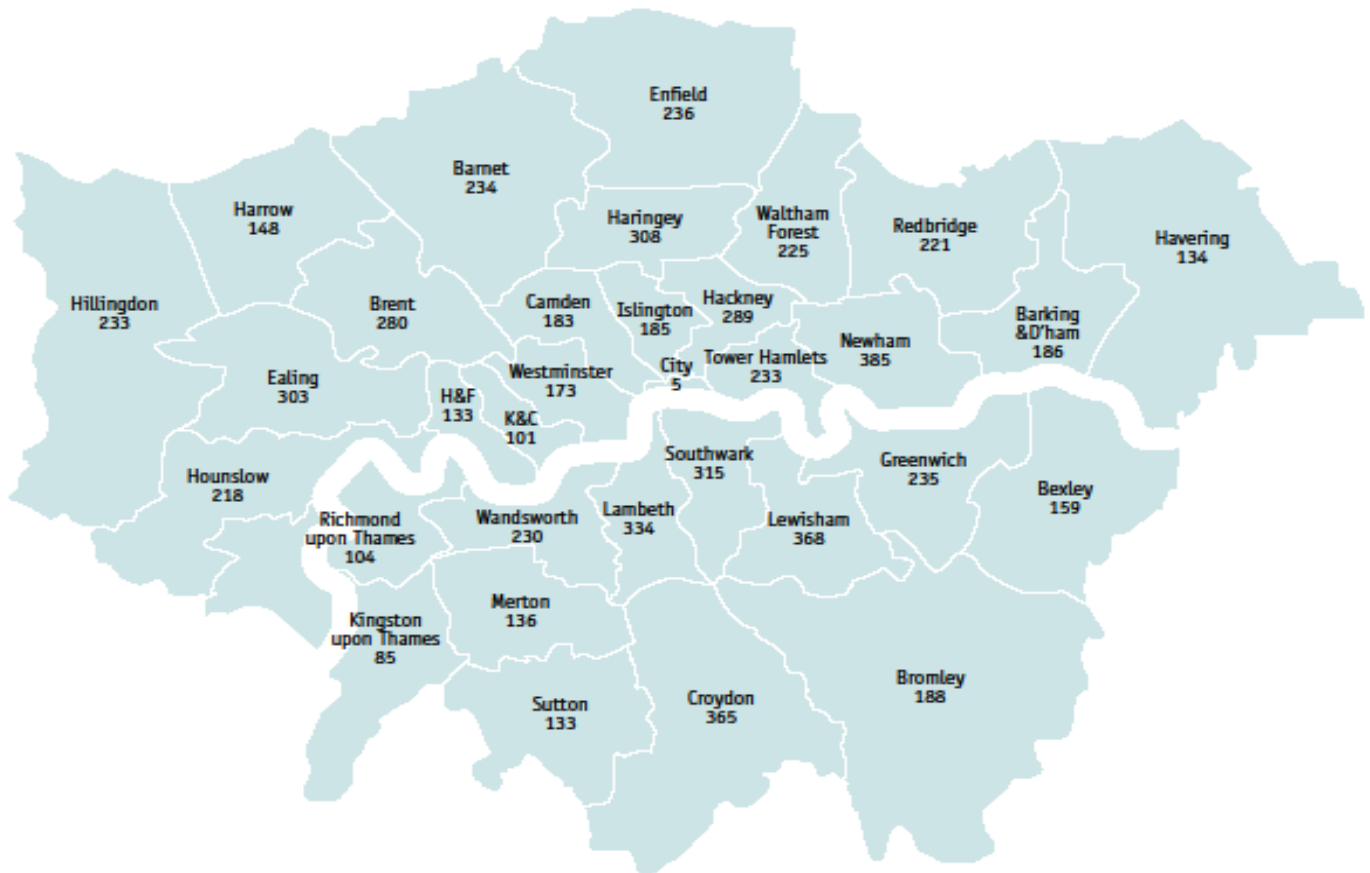
Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108/103E of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>

MAPPA statistics 2015/16

Registered sexual offenders by borough

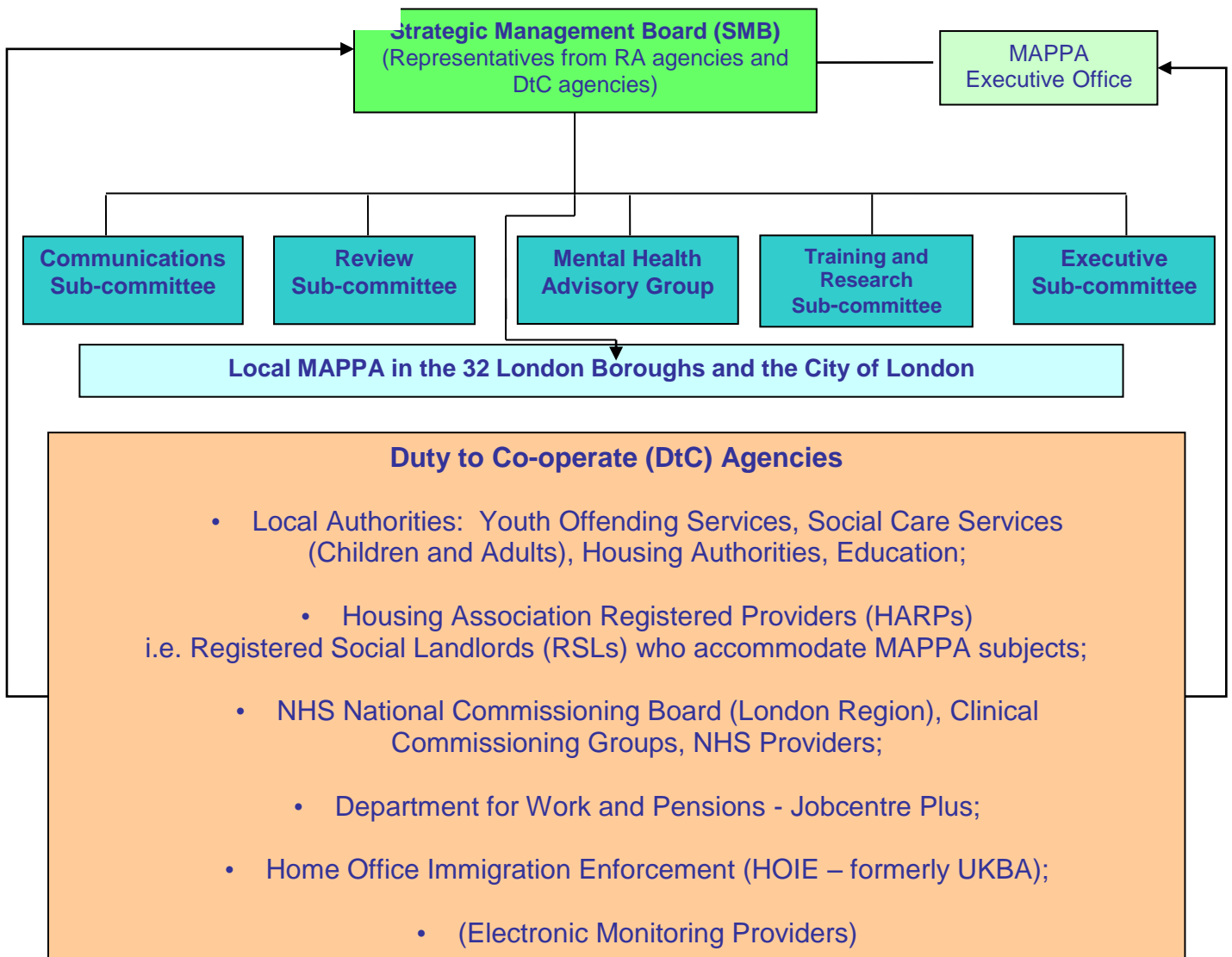


Barking & Dagenham	186	Hammersmith & Fulham	133	Merton	136
Barnet	231	Haringey	308	Newham	385
Bexley	159	Harrow	148	Redbridge	221
Brent	280	HaVering	134	Richmond upon Thames	101
Bromley	188	Hillingdon	233	Southwark	315
Camden	183	Hounslow	218	Sutton	133
Croydon	365	Islington	185	Tower Hamlets	233
Ealing	303	Kensington & Chelsea	101	Waltham Forest	225
Enfield	236	Kingston upon Thames	85	Wandsworth	230
Greenwich	235	Lambeth	334	Westminster	173
Hackney	289	Lewisham	368	City of London	5

London total **7,065**

London Multi-Agency Public Protection Arrangements

The Responsible Authority (RA)



**National
Probation
Service**



The National Probation Service London Division (NPS) continues to place the highest priority on working with and supervising high and very high risk violent and sexual offenders. Over 80% of our caseload fall within the Multi Agency Public Protection Arrangements (MAPPA) criteria.

MAPPA arrangements in London are an effective method for us to have a risk assessment and robust risk management plan in place. To provide greater protection to the public in conjunction with ensuring we also meet the needs of victims. Our collaborative partnership working with stakeholders remains a high priority for NPS London.

The London MAPPA Strategic Management Board (SMB) plays a significant role in quality assurance and developing the work of our 32 London borough MAPPA's which also includes the City of London. The work of London SMB continues to strengthen and sustain our effective strategic links with our key partnerships agencies. During the last year, this included multi-agency training and development for all staff to further enhance their skills in working with complex risk, together with improving our performance monitoring and quality assurance process linked to MAPPA.

Over the next 12 months NPS London will remain committed to this work and maintain its effective working relationships with all agencies and London MAPPA SMB.

Sara Robinson
Deputy Director
National Probation Service – London



HM Prison Service and private sector providers aim to protect the public by keeping in custody those committed by the courts. We manage the risk they pose to the public both in custody and upon release by ensuring we comply with all aspects of the Public Protection Manual, the initial chapter of which relates to MAPPA.

As a MAPPA responsible authority we continue to prioritise MAPPA work through reforms to the service and aim to transition to the new arrangements in London so that this is completed seamlessly over the coming year.

Prisons nationally are monitored through Key Performance Indicators (KPI's) that measure our statutory participation with MAPPA. We do this by partnering with offender records on ViSOR and effective information sharing with the National Probation Service and the Police via attendance at, or submission of reports to, MAPP meetings.

We are also committed to providing relevant information from prisons that can be called upon by MAPP Chairs, should a prison representative be absent from the meeting.

Public Sector Prisons have consistently worked to ensure that offenders held in long term establishments are returned to London for a local discharge and, where appropriate, conditions are added to an offenders' release licence in order to manage the risk of harm they pose to the public.

We will continue to work tirelessly to protect the citizens of London through the principles of MAPPA.

Paul Baker
Deputy Director of Custody for Greater London and Thames Valley Prisons



London is one of the most diverse, vibrant and safest cities in the world. The close and effective partnership arrangements between the Metropolitan Police Service (MPS), the National Probation Service (NPS) and Her Majesty's Prison Service (HMPS) is one of the cornerstones of how we protect those who live in, work in or visit the capital.

Whilst the fiscal environment for all public services remains challenging, the commitment of the MPS to public protection continues to strengthen and this is an area of continued investment in both staff and new technologies.

This financial year has seen the launch of new ways of managing offenders within the MPS, building links between MAPPAs and other offender management frameworks to reduce duplication and share new techniques and approaches. In addition, this has allowed us to build new links with Youth Services and colleagues in the newly created Community Rehabilitation Company. Existing relationships have been strengthened as well with the introduction of joint management tools for both the Police and National Probation Service leading to more opportunities for joint working.

The next twelve months present even more opportunities to develop MAPPAs relationships and practices along with our partners, allowing us to continue delivering a world class response to public protection issues to keep London safe.

Commander Neil Jerome
Territorial Policing

London MAPPA

Duty to Co-operate (DtC) Agencies:

- **Local Authorities: Youth Offending Teams, Social Care Services (Children and Adults), Housing Authorities, Education**

Youth Offending Teams. Although it is acknowledged that the majority of MAPPA offenders are adults, there are some children and young people (under the age of 18 years) that meet the criteria. In these situations the Youth Offending Team who hold designated responsibility for the young person, will often be required to implement and oversee intensive supervision and surveillance, access and broker increased services from appropriate multi-agencies and deliver against actions from the MAPP meetings. Youth Offending Teams attend MAPP meetings to provide relevant case information, risk and engagement/progress updates.

Social Care Services (Children and Adults). Social Care works extremely closely with other MAPPA agencies across the 32 boroughs to ensure that children and vulnerable adults are protected from sexual and violent offenders.

Housing Authorities. Permanent and stable accommodation is extremely important in the management of those offenders who pose a risk of sexual or violent offending. Each of the 32 borough MAPP meetings includes a representative from local authority housing departments. *(See also next section.)*

Education Services and schools have an important role to play in the MAPPA process.

- **Housing Association Registered Providers (HARPS): Registered Social Landlords (RSLs) who accommodate MAPPA offenders**

For some MAPPA cases, housing association registered providers are also represented. Local authorities and housing associations are key organisations in providing affordable social housing and, in some instances, local authorities provide access to private sector rented accommodation.

- **NHS National Commissioning Board (London Region), Clinical Commissioning Groups, NHS providers:**

Health services have a significant part to play in MAPPA in dealing with offenders who have health issues, including mental health problems. Each MAPPA team across the 32 boroughs has a representative on whom they can call for guidance and direction when dealing with these offenders.

- **Department for Work and Pensions – Jobcentre Plus:**

DWP/JCP staff are notified if restrictions are placed on the conditions of an offender's employment.

- **Home Office Immigration Enforcement (HOIE):**

UKBA as an executive agency of the Home Office no longer exists having been re-integrated into the Home Office earlier in the year. MAPPA is included within the HOIE, and the Immigration MAPPA Single Point of Contact function was assumed by Criminal Casework with effect from September 2013. The MAPPA HOIE Memorandum of Understanding is to be issued to reflect these changes. The HOIE remains committed to supporting MAPPA in all regions, but especially London, given the number of offenders of interest to immigration who are managed through MAPPA in the London area.

- **Electronic Monitoring Providers:**

Electronic monitoring is a form of surveillance consisting of a device attached to a person or vehicle, allowing their whereabouts to be monitored. This can provide an important control as part of the risk management plan for certain MAPPA offenders.

Health

Representation from health agencies is a vital support to MAPPA in dealing with high risk offenders with mental health difficulties. In London, we have a high proportion of cases whose Personality Disorder (PD) is a complicating factor in managing risk. The London Offender Personality Pathway supports MAPPA with this area of work.

The London Offender Disorder PD Pathway identifies National Probation Service offenders where there appears to be issues related to PD. The Pathway practitioners, both Probation Officers and psychologists, support offender managers to understand how PD might complicate risk management and to develop effective risk management plans. All Level 3 MAPP meetings, considering an offender screened into the Pathway, will have a formulation and risk management plan from a psychologist or one of the specialist practitioners available to the meeting to consider PD issues and risk.

A service commissioned for the Pathway is the Sova Support Link Project. Established in 2009 and supported by London MAPPA SMB in its development, the project operates across London as part of the London Offender Personality Disorder (PD) Pathway. Sova Support Link supports high-risk high harm personality offenders through an adapted Circles of Support and Accountability model.

Sova Support Link recruits volunteers to provide practical and emotional support to service users with the aim of minimising the potential harm to the public by promoting desistance.

The high level of engagement (averaging 84%) and low level of re-offending rates (95% not committed a further offence) have resulted in the project expanding. Sova works in collaboration with LPP, the health partner to the London PD Pathway, the National Probation Service London Division and the Metropolitan Police, who are represented on the Steering Group which oversees the programme. A unique aspect of the project is service user involvement with regard to volunteer recruitment and training; in addition, a service user and active volunteers are represented on the steering group.

Guidance on working with MAPPA offenders with mental health problems also supports this work and The Royal College of Psychiatrists has published guidance on working with MAPPA which includes case studies to illustrate key points. This is available on the Royal College of Psychiatrists website (www.rcpsych.ac.uk).

We continue to work with NOMS to update guidance on working with Mental Health in MAPPA and, when this is available the London MAPPA SMB Mental Health Advisory Group will review the support and guidance available to MAPP meetings in London.

Angus Cameron

Mental Health Advisor and Assistant Chief Officer for PD Strategy Implementation
National Probation Service London
Strategic Management Board (SMB) Member representing Mental Health



Youth Offending Services primarily work with young people aged 10 to 17 on court orders, both in the community and in custody. The Youth Justice Board (YJB) oversees the operation of Youth Offending Services (YOS) across England and Wales. The Youth Justice system's role is to balance the needs and welfare of children and young people, in conflict with the law with the need to protect the public from serious harm. Close partnership working with London

MAPPA ensures that there is an integrated approach to managing the very few high-risk young people in a way which minimises that risk.

Over the past year YOS have met their duty to cooperate with London MAPPA through attendance at MAPP meetings where young people are being discussed. The YJB and YOS have worked to consolidate close working relationships with key strategic partners over the past year including, the National Probation Service, the Community Rehabilitation Company, Metropolitan Police Service and the Mayor's Office for Policing and Crime. We are currently implementing a new assessment and planning framework, AssetPlus, which will enable us to better our understanding of patterns of behaviour, associated risks and desistance factors that may contribute to the reduction of serious youth reoffending. We have a core responsibility to contribute to making our city a safe place for all and we are committed to ensuring that continue to build upon improvements to date.

Paula Williams

Youth Justice Board Interim Head of London

Strategic Management Board (SMB) Member representing Youth Justice



MAPPA across London has provided an effective means for Local Authority Housing Services to participate in the risk management process, providing advice on local housing options. Over the last twelve months, 90% of all MAPP meetings across the capital have been attended by housing department representatives, which met the nationally-set target.

Through input from local authority housing representatives, and effective partnership working with other landlords (Housing Association Registered Providers) and voluntary sector partners, the Responsible Authority agencies have been able to ensure appropriate accommodation options are available for MAPPA offenders. This is becoming increasingly challenging in light of the acute shortage of housing across all tenures, welfare reforms and increasing market costs. It is, therefore, important that each local authority housing department, as a Duty to Cooperate Partner, plays a full role in ensuring effective risk management of MAPPA offenders in the community, bringing their wider knowledge and expertise to case discussions.

Genevieve Macklin

Head of Strategic Housing

Strategic Management Board (SMB) member representing Local Authority Housing



jobcentreplus

The Department for Work and Pensions (DWP) Group Partnership Team continues to work with London MAPPA to strengthen partnerships at a local level to embed robust systems that will ensure compliance with MAPPA guidance. We have named Partnership Managers in each borough who work with the National Probation Service to support the wider offender agenda, including appropriate attendance at Level 2 and 3 MAPP meetings. There are dedicated single points of contact in every Jobcentre to ensure the MAPPA process is adhered to whilst supporting people into work and training. In addition to offenders having access to our Work Programme, offering individually tailored support on release from prison, we are also using our Flexible Support Fund to develop a range of specialist programmes enabling offenders to obtain and retain suitable employment thus contributing to the reduction of the risk of re-offending.

Denise Donovan

Group Partnership Manager, Department for Work and Pensions

Strategic Management Board (SMB) Member representing Jobcentre Plus



Immigration Enforcement

UKBA as an executive agency of the Home Office no longer exists having been re-integrated into the Home Office in early 2013. MAPPA is included within the responsibilities of IE. The Immigration MAPPA Single Point of Contact function has been managed by Criminal Casework since September 2013. One of Immigration Enforcements strategic objectives is to remove Foreign National Offenders (FNOs) from the UK, supporting the public protection agenda. In 2015/16 5,810 FNOs were removed.

Criminal Casework is responsible for the deportation and removal of FNOs from the UK and remains committed to supporting MAPPA to manage the risk of FNOs whilst in custody, in detention in Immigration Removal Centres and in the community. Criminal Casework has a national responsibility and works with all MAPPA authorities.

As a duty to cooperate IE works to provide timely and accurate information on the immigration status of FNOs and our intentions in relation to deportation from the UK. Last year 2,071 foreign nationals were deported within ERS, the remainder were deported after transfer into immigration detention or following a period of bail or release into the community.

Steph Hutchison-Hudson
Deputy Director, Criminal Casework
Immigration Enforcement



MAPPA statistics for England and Wales are published online at:

www.justice.gov.uk

