

# ANNUAL REPORT 2017/18



London's Multi-Agency  
Public Protection  
Arrangements

# Working in Partnership to Protect the Public

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Multi-Agency Public Protection Arrangements (MAPPA) 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. MAPPA provides the formal structure that allows information to be shared and enables agencies to work together to manage risk and protect the public.

MAPPA across London is overseen by the London MAPPA Strategic Management Board (SMB). The SMB's role is to ensure that MAPPA operates consistently across London and in line with the national MAPPA guidance issued by the Ministry of Justice. The Board is made up of senior managers from the probation, police and prison services, which together form the MAPPA Responsible Authority, along with representatives from a range of other agencies that contribute to public protection. Also on the SMB are four independent Lay Advisers. These are volunteer members of the public whose role is to scrutinise the work of the Board and ask questions that the professionals closely involved in MAPPA work may not necessarily think of raising. The Lay Advisers bring different expertise and act as 'critical friends' to MAPPA.

MAPPA is led primarily by police and probation but would not work effectively without information from prisons and the active participation of the other agencies. These include Local Authority Children Services and Adult Social Care, Youth Offending Services, Housing Authorities, NHS Mental Health Services, Home Office Immigration and Enforcement and the Department for Work and Pensions (JobCentre Plus).

The strong working relationships that the SMB has developed at Board level are reflected in the close collaboration between agencies in the local boroughs, where regular MAPP meetings are held. Individual offenders are discussed in detail in order to assess their risk of harm to the public and agree plans to manage that risk safely. MAPPA does not itself supervise offenders; its role is to provide a forum for professional discussion to inform practitioners in that important task. MAPPA's first priority is the protection of victims and this can mean the imposition of restrictive controls. At the same time MAPPA seeks to ensure that offenders have access to what they need to enable them to change their behaviour and desist from re-offending over time.

The SMB has made good progress on several of its key priorities during the year. We have continued our work with London Councils to overcome the challenges of finding accommodation for hard to place offenders that is both suitable for the individual concerned and safe for the local community. Closer links have been developed between MAPPA and Adult Social Care partners, in response to the high number of adult offenders and victims who have social care needs. As part of a national 'Quality Assurance' programme, the Board has developed a way of evaluating the quality of the MAPPA work, examining how cases are referred and how risk management decisions are reached. Training for MAPPA Chairs continues to be well received, enabling them to be confident in their important role.

The SMB and the London MAPPA Executive Office have continued to oversee and co-ordinate the work of MAPPA across the capital. This report reflects 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**

# What is MAPPA?

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## MAPPA background

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.

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.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

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 DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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 between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. 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** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; 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 levels of management to ensure that resources are focused where they are most needed; generally those involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no formal MAPPA meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2018</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	6272	3796	-	10068
Level 2	44	28	12	84
Level 3	1	9	12	22
Total	6317	3833	24	10174

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	401	267	98	766
Level 3	21	26	24	71
Total	422	293	122	837

<b>RSOs cautioned or convicted for breach of notification requirements</b>	177
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<b>RSOs who have had their life time notification revoked on application</b>	41
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	490
SHPO with foreign travel restriction	0
NOs	54

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	4
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<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	11	16	3	30
Level 3	0	2	5	7
Total	11	18	8	37
<b>Breach of SOPO</b>				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	<b>83</b>
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This figure has been calculated using the Mid-2017 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2018 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2017 to 31 March 2018.

**(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 are actually managed under ordinary agency (Level 1) arrangements rather than via MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence that 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.

**(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 MAPPA meetings.

**(e) Breach of licence** – offenders released into the community following a period of imprisonment 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) (including any additional foreign travel restriction).** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They 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 (including 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, including 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.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

#### **(i) Lifetime notification requirements revoked on application**

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements.

Individuals subject to indefinite notification will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applies from 1 September 2012 for adult offenders.

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 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 and Victims

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The Victim's Charter, published by the Home Office in 1990, was the first formal step in acknowledging the role and rights of victims in the Criminal Justice process. The Charter set out certain standards which victims could expect to receive from Criminal Justice agencies, and also what victims could do if they felt that they had not received the treatment they felt they were entitled to. The Charter has been regularly updated, amended and developed since this time, and all Criminal Justice agencies (Police, Witness Services, CPS, Courts, Witness Care Units, National Probation Service) who now have dealings with victims and witnesses are governed by the Victim Code of Practice. The most recent draft of this document was published in late 2015 and is available online; it sets out the statutory roles and responsibilities of each agency.

As part of the NPS, the Victim Contact Service (VCS) provides information to victims of a specified serious violent or sexual offence, for which the offender has been sentenced to 12 months or more in custody, or where the offender has been detained under the Mental Health Act 1983, with or without restrictions. We are not a support, counselling or advocacy service, but we can refer and signpost to agencies who provide such services.

Victims in such cases are entitled to contact from a Victim Liaison Officer. Victims who choose to participate in the VCS may make representations about the offender's licence or discharge conditions, and receive certain information about key stages of the offender's sentence. They may also be eligible to submit a Victim Personal Statement during the Parole and/or Recall process. We can provide information to victims of crime and to the parents, guardians or carers of child victims. Where an offence has resulted in the death of a victim, information is provided to their next of kin.

We look to be flexible, so as to provide as tailored a service as possible. Dependant on the victim's preferences, we can provide information in writing, on the phone, by email, or in person. A victim can opt in or out of the service as they choose, but is entitled to receive information from the VCS throughout the course of the offender's sentence. We would be proactive in attempting to contact victims yet to respond. We would not contact a victim who had specifically opted out of receiving the service.

Online pathway to Victim Code of Practice:

**<https://www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime>**

Victim safety is our ongoing priority and MAPPA provides a forum where the VCS can hold agencies to account and ensure victims' views are clearly represented in risk management planning.

Greg Tillett

Head of Victims NPS London Division

Head of Barking & Dagenham, Havering and Newham London Division National Probation Service



# MAPPA gang offenders and terrorist cases

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A number of MAPPA cases across London involve offenders whose offences are linked to gang activity. Most London boroughs have multi-agency meetings to co-ordinate local work with those involved in gangs. Each borough has a National Probation Service single point of contact (SPOC), a probation officer whose role includes attending these meetings and ensuring that key information is shared with both the supervising officer and partnership agencies. There is a small central probation team which supports the SPOCs and liaises closely with police. In particularly complex cases, Level 2 or 3 MAPPA\* management can support the agencies working with these cases, and the central team is available to provide subject matter expertise where this is needed.

Working with offenders convicted of terrorism or terrorism related offences requires a high level of co-ordination with police, particularly to reduce the risk of offenders influencing others to commit terrorist offences. All such cases are managed through MAPPA, often as Category 3 cases\*. In order to co-ordinate work with networks of offenders, there is a central MAPPA, which discusses all such cases whilst they remain at Level 3\*. The central panel includes Counter Terrorism leads from both probation and the police, in addition to representatives from the offender's local borough.

Carina Heckroodt  
Head of London Extremism, Gangs and Organised Crime  
Unit (LEGOU)

[\\*Please see page 3 for a detailed explanation of MAPPA categories and levels](#)

# Active Risk Management System (ARMS)

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This year has seen the continued implementation of Active Risk Management System (ARMS). ARMS was introduced across UK Police Forces and National Probation in 2015, as a joint risk assessment tool for managing adult male sex offenders in the community. This process has enhanced joint working between probation and police and provides a bespoke risk assessment for every sex offender managed under the Sexual Offences Act.

ARMS is a structured assessment process which measures the dynamic and protective factors known to be associated with sexual offending. This information is used alongside existing risk management tools. It provides the offender manager with a consistent process to assess and monitor current factors and behaviours. This allows the offender manager to formulate and put in place a comprehensive and robust risk management plan for every offender.

## Female ARMS Pilot

The Metropolitan Police Service (MPS) is committed to continuous improvement and safeguarding the public and is currently taking part in a female ARMS assessment pilot. A number of public protection police officers across the MPS have received the necessary training required to interview and risk assess female sexual offenders. On completion of the pilot the findings will be evaluated and once accredited by the College of Policing it will be used by police and probation on a national basis.

DC Natalie Allgood  
Nationally accredited ARMS Trainer

# MAPPA and Personality Disorder

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The Offender Personality Disorder pathway programme is a jointly commissioned initiative between Her Majesty's Prison and Probation Service and NHS England Specialised Commissioning. This service is commissioned on a regional basis and is overseen by the OPD Programme Board nationally. The focus of the programme is to improve public protection and psychological health and wellbeing for offenders with features of Personality Disorder managed by the National Probation Service. The pathway enhances existing offender management arrangements by providing additional psychologically-informed support to offender managers and to Approved Premises staff.

The Pathway practitioner staff (specialist probation officers and psychological therapists) support London MAPPA by attending MAPP meetings with offender management staff and by input into MAPPA Chair's Training and MAPPA Surgeries.

The Head of PD Strategy implementation for National Probation London is a member of the London MAPPA Strategic Management Board.

Angus Cameron  
Mental Health Advisor and Head of PD Strategy Implementation



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All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)  
and on [mappa.justice.gov.uk](http://mappa.justice.gov.uk)

