



London



Annual Report 2018/19

Introduction

Working in Partnership to Protect the Public

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. Victim Support is a welcome addition to the Board. Also on the SMB are three 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' of 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). These agencies have a statutory duty to co-operate with MAPPA.

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 confidential 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's key priority throughout the year has been to maintain and improve the quality of multi-agency risk management and thereby protect victims better. London MAPPA has adopted an approach to running MAPPA meetings known as the Four Pillars of Risk Management, developed by Professor Hazel Kemshall, a leading criminal justice academic. The Four Pillars approach ensures that risk management plans include four essential elements, namely: the *supervision and oversight* that can be provided by the range of agencies through their contact with the offender; the steps to be taken by agencies to *monitor and control* the offender to restrict his or her ability to offend and to watch for signs of escalating risk; agreeing the *interventions and treatment* necessary to develop the offender's ability to control their own behaviour; and *victim safety planning* to keep current and/or potential victims safe.

The Four Pillars approach provides a structure that ensures that the risks of harm are properly identified and that plans are in place to mitigate those risks. The SMB has underpinned this drive to improve quality with a wide-ranging training programme for MAPPA Chairs, a quality assurance project and a revised 'Memorandum of Understanding' that sets out in detail how all the MAPPA agencies should work together. New guidance has been issued to the health services on the management of mentally disordered offenders who are subject to MAPPA management.

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. On behalf of the London MAPPA Strategic Management Board, I thank them all.



Charles Hayward
Chair, London MAPPA Strategic Management Board

What is MAPPA?

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 presenting the higher risks of serious harm.

- **Level 1** is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2019				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	6418	4074	-	10492
Level 2	29	42	13	84
Level 3	5	12	14	31
Total	6452	4128	27	10607

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	205	242	83	530
Level 3	16	31	31	78
Total	221	273	114	608

RSOs cautioned or convicted for breach of notification requirements	236
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RSOs who have had their life time notification revoked on application	55
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	386
SHPO with foreign travel restriction	1
NOs	59

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	6
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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	9	19	8	36
Level 3	0	7	3	10
Total	9	26	11	46
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	84
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This figure has been calculated using the Mid-2018 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

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

(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 at Level 1 without formal 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.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. 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. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

(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. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(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. They require 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 committed 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. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

Individuals 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 applied from 1 September 2012 for adult offenders.

Knife crime

GPS knife crime on licence pilot

In February 2019 The Mayor's Office for Policing and Crime (MOPAC) launched a new pilot of GPS tagging for knife crime offenders in London. The pilot is a commitment from the Mayor's London Knife Crime Strategy, which takes a public health approach to tackling knife crime, incorporating prevention, intervention, enforcement and support for victims.

The pilot initially applied to offenders being released to four South London boroughs, but from June 2019 this has been expanded to include up to 24 boroughs. The pilot will run until April 2020 and is being fully evaluated by the MOPAC Evidence and Insight team. This MOPAC pilot provides a GPS option for a different group of offenders to those who are eligible for the Ministry of Justice GPS programme.

To be eligible for the pilot an offender must be serving a sentence for an offence that involved the use or possession of a knife and coming out of a London region prison. As with any other licence condition, only those cases whose risk and needs can be proportionately and justifiably managed by GPS can have it included on their licence.

The objectives of the pilot closely relate to the work of MAPPA in that it aims to improve the risk management of these cases, strengthen the enforcement of licence conditions, increase deterrence and challenge the lifestyle and thinking of those involved in knife crime.

Of the cases tagged so far, the majority have been managed by the National Probation Service and have been MAPPA offenders across all levels. Under the

MOPAC pilot the GPS monitoring, which is provided by Buddi Ltd, delivers location information in a variety of innovative and bespoke ways. Primarily provided to probation Offender Managers, this can include heat maps, summary reports, top addresses visited and flexible monitoring of key locations and areas. This is in addition to the benefits of having a robust method for monitoring compliance with exclusion zones, attendance at rehabilitation service and other enforceable conditions.

Location information can also be requested by other agencies, including MAPPA duty to co-operate agencies, if they meet specific criteria and provide sufficient legal justification. For cases who pose an increased risk of reoffending there is an additional process of crime mapping, whereby they have their movements automatically cross checked against the times and locations of serious crimes across London. Potential matches are assessed to support crime detection and increase deterrence from reoffending.

Case examples that have involved MAPPA offenders so far include those involved in serious group offending being excluded from high risk areas, tags being used as a way to manage cases who consistently fail to attend following prison release, location information being viewed daily to monitor the lifestyle of very high risk cases and data being used in supervision to challenge decision making and strengthen deterrence.

As the pilot continues to expand this is being considered more widely at MAPPA panels and all agencies are starting to fully explore the potential benefits that GPS can bring for the management of MAPPA cases in London.

Tom Dodsworth – MOPAC Delivery Officer

Victim Support

London Victims and Witness Service

Commissioned by the Mayor's Office for Policing and Crime (MOPAC), the London Victims and Witness Service (LVWS) is a new support service for London residents who are affected by or are witness to crime. The new service commenced on 1 April 2019 and is delivered through a number of specialist partnerships, led by Victim Support.

One of the key aspects of the new service is the provision of end to end, dedicated and specialist support to victims and witnesses through their criminal justice journey and or their journey through to cope and recovery.

The service brings together five key stands to provide support to victims and witnesses through a single integrated service:

- The provision of support to adult (18+) victims of crime
- Specialist support for victims and survivors of domestic abuse (aged 16+)
- Access to Restorative Justice
- Pre-Trial and Outreach Support for prosecution and defence witnesses
- Support for people affected by major crime incidents

Key drivers for the implementation of the new service are to improve the experience of victims and witnesses when they are engaged in the criminal justice system and to ensure the support they are provided with enables them to cope and recover from their experience.

The LVWS works in tandem with criminal justice partners to increase compliance with the Victim's Code of Practice to ensure victims and witnesses are informed of their rights and provided with key entitlements.

The new service has increased accessibility through longer opening hours and is supported by a dedicated in-bound call service and 24/7 Supportline. There are various gateways for service access, primarily through referral from the police after reporting crime but also via self and other agency referrals, including the National Probation Service. Victims and witnesses are

able to access support through the LVWS at any stage of their criminal justice or cope and recovery journey.

Specialist trained Caseworkers provide a needs and risk led support service to victims and witnesses and are their principal point of contact. This minimises the amount of contact victims and witnesses have with criminal justice partners and reduces the need for them to have to keep re-telling their experience time and time again.

Through the provision of a specialist Independent Domestic Violence Advisor, victims and survivors of domestic abuse undergo an assessment of their risk levels and are provided with support to manage and reduce risk factors they are presented with.

The launch of the new victim and witness service in London has enabled Victim Support to re-engage with MAPPA and Victim Support were pleased to be asked to sit on the London MAPPA Strategic Management Board. This allows Victim Support to bring the voice of victims and witnesses to the table at a strategic level and ensure the organisation is part of the oversight of keeping victims and witnesses safe.

Through the development of key partnerships with the National Probation Service we want victims of crime to feel supported and know they can access support from the London Victim and Witness Service no matter how recent or long ago the crime happened.



Housing

MAPPA Housing Protocol

MAPPA is dependent on all agencies working together to achieve the primary aim of protecting the public. Accommodation providers play a fundamental role in this.

The MAPPA Housing Protocol sets out the expectations of housing departments across the London boroughs with the duty to co-operate within the Criminal Justice Act (2003). This ensures that there is clarity on the roles and responsibilities of all boroughs and housing associations working together to protect the public. In particular, it covers arrangements for MAPPA-eligible offenders who are UK nationals returning from abroad.

It is important to note that resettling offenders who have been deported from abroad is a national responsibility and London only bears a proportionate share of returnees. In 2018/19, 31 such cases were considered under the Protocol, which rotates the lead borough responsibility on a case by case basis. This indicates that each borough manages approximately 1 case per year. 30 cases were resettled in London, which is highly conducive to strong public protection measures. Receiving boroughs assess the housing need of offenders in line with their existing policies to aid them in accessing private rented accommodation.

Jamie Carswell - Director of Housing & Safer Communities, Royal Borough of Greenwich



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