

ANNUAL REPORT

2019/20



**London's Multi-Agency
Public Protection
Arrangements**

Working in Partnership to Protect the Public

This annual report reflects the work undertaken by MAPPA during the period 1st April 2019 – 31st March 2020, before the lockdowns and restrictions of COVID-19 took hold. Because of the pandemic, publication has been delayed and the report is slimmer than usual. Next year's report will focus in more detail on the operational challenges posed by COVID but it would be remiss of me not to acknowledge, at this point, the extraordinary hard work and creative ways that colleagues across all the MAPPA agencies have deployed to overcome those challenges and to keep MAPPA on track during the pandemic, in its aim to keep the public safe.

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 agencies to share information and enables them 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 also represented on the Board. The SMB includes three independent Lay Advisers, who are members of the public and give of their time voluntarily to scrutinise the work of the Board. 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 MAPPA meetings are held to share information about individual offenders. MAPPA meetings help to ensure that their risks of harm to the public are properly identified and 'protective' factors recognised. Plans can then be made to manage those risks safely and build on strengths. 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, as service users, have access to what they need to enable them to change their behaviour and desist from re-offending over time. MAPPA does not itself supervise offenders; that work is the responsibility of the respective agencies. MAPPA's role is to provide a confidential forum for professional discussion to inform practitioners in that important task.

The SMB's key priority throughout the year has been to uphold 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. Risk management involves 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.

There were two horrific terrorist incidents during the year, at Fishmongers Hall and in Streatham. Following the Streatham stabbing in February 2020, the SMB commissioned a Serious Case Review, to coincide with a broader national review of the management of terrorist offenders by Jonathan Hall, QC. A similar review was commissioned by Staffordshire MAPPA SMB for the Fishmongers' Hall attack.

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.

A handwritten signature in black ink, appearing to read "Charles Hayward". The signature is fluid and cursive, with a long horizontal stroke at the end.

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.

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MAPPA Statistics

MAPPA-eligible offenders on 31 March 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	6545	3677	-	10222
Level 2	30	50	21	101
Level 3	6	8	8	22
Total	6581	3735	29	10345

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	179	279	80	538
Level 3	14	32	35	81
Total	193	311	115	619

RSOs cautioned or convicted for breach of notification requirements	213
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RSOs who have had their life time notification revoked on application	36
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	379
SHPO with foreign travel restriction	1
NOs	19

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	8
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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	16	6	31
Level 3	3	6	5	14
Total	12	22	11	45
Breach of SOPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	85
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This figure has been calculated using the Mid-2019 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 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

(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.



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