

# ANNUAL REPORT

## 2021/22



# Introduction

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This annual report reflects the work undertaken by MAPPA (Multi-Agency Public Protection Arrangements) during the period 1st April 2021 – 31st March 2022. The pandemic continued to have an impact on the work of all the agencies involved. This impact was noticed on the work arrangements within and between agencies. Despite the continued disruptions caused by the pandemic as well as significant staff shortages across most of the agencies, MAPPA continued to operate across all 32 London Boroughs and the City of London. This is mainly thanks to the commitment of staff to prevent future victims and deliver Public Safety through the continued operationalisation of the MAPPA agenda and the consequent maintaining of the statutory arrangements. It also reflects the effective use and embedding of technological solutions.

The role of the MAPPA Strategic Management Board (SMB) is to ensure that MAPPA operates consistently and to a satisfactory level across all the London Boroughs and the City of London, in line with the national MAPPA guidance as issued by the Ministry of Justice. The Board is consequently made up of senior managers from the MAPPA Responsible Authorities, namely the Probation Service, Police and Prison Service, alongside senior managers of agencies who have a statutory duty to co-operate with MAPPA. Duty to Cooperate Agencies include Local Authority Children Services and Adult Social Care, Youth Offending Services, Housing Authorities, NHS Mental Health Services, Home Office FNO Returns Command and the Department for Work and Pensions (Jobcentre Plus). The Board also includes a senior manager from Victim Support and we have successfully focused on increasing the number of Lay Advisors over the last year, who act as critical friends of MAPPA.

MAPPA provides the formal statutory structure, which allows all agencies involved in MAPPA to share relevant information about sexual and violent offenders and to fulfil their obligations to manage them safely in the community. The delivery of this responsibility continued to be structured upon the Four Pillars approach, which continued to be embedded across all Boroughs. The Four Pillars approach provides a structure and consequent assurances that MAPPA members give due consideration to the supervision and oversight, monitoring and control, interventions and treatment and victim safety planning, of the individuals who are managed within the framework, during meetings set at regular intervals. The information sharing and discussions at the MAPPA meetings underpin the agreed risk management plans and consequent safety of the public.

The SMB is responsible for ensuring that MAPPA Chairs receive the required training and are regularly updated regarding any changes and updated guidance. The London MAPPA Executive Office, which consists of a very small team, undertakes this work on behalf of the Board. The training of new MAPPA Chairs continued during the pandemic, alongside the other duties of the Board, thanks to the commitment of this small team.

The focus and commitment to MAPPA throughout the previous year by all agencies involved, is reflected in the outcomes delivered. On behalf of the London MAPPA Strategic Management Board, I want to thank them alongside Charles Hayward, the previous SMB Chair, who tirelessly led the work of the London MAPPA Executive Office for over a decade.

**Carina Heckroodt,**  
**Head of Operations and**  
**Chair of London MAPPA SMB**  
**The Probation Service – London Region**

# 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, violent and terrorist 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, Department for Work and Pensions and Local Housing and Education Authorities.

Local Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA within their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA SMB.

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 more senior oversight and 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** –subject to sex offender notification requirements;
- **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.

A fourth category for terrorist and terrorist risk offenders was introduced by the Police Crime Sentencing and Courts Act 2022 after the period covered by this report.

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 enables 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.

## MAPPA and Terrorism

The government published an Independent Review of the MAPPA used to Supervise Terrorist and Terrorism-risk Offenders on 2 September 2020 and published its response on 9 December. Both documents are

available at <https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>. The report made a number of recommendations, several of which have been implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via its National Security Division, has created a specialist dedicated and highly

skilled workforce, which provides an enhanced level of management and intervention for the most high-risk, complex and high-profile offenders in the community. This includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases.

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

# MAPPA Statistics

## MAPPA-eligible offenders on 31 March 2022

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	6664	3585	-	10249
Level 2	34	62	43	139
Level 3	2	13	12	27
Total	6700	3660	55	10415

## 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	221	387	187	795
Level 3	17	41	42	100
Total	238	428	229	895

<b>RSOs cautioned or convicted for breach of notification requirements</b>	153
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<b>RSOs who have had their life time notification revoked on application</b>	50
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## Restrictive orders for Category 1 offenders

<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	476
SHPO with foreign travel restriction	0
NOs	14

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	7
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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
<b>Breach of licence</b>				
Level 2	13	25	14	52
Level 3	4	4	0	8
Total	17	29	14	60
<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>	87
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This figure has been calculated using the 21 March 2021 census population estimate, published by the Office for National Statistics on 28 June 2022, excluding those aged less than ten years of age.

Previously, we have based this figure on the mid-year (30 June) population estimate. As such, the current figure may differ from the corresponding figure based on the mid-2021 estimated resident population, which will be published by the Office for National Statistics later this year.

# 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 2022 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2021 to 31 March 2022.

**(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) Subject to Sex Offender Notification Requirements** – 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 and terrorist 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 are not subject to notification requirements. These offenders are assessed and managed by the 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 the offender does not comply with these conditions, the Probation Service will take breach action 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 and/or positive obligations 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 on the balance of probability 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, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP). The chief officer/NCA/BTP/MODP 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 individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Offenders have a right of appeal against notification.

**(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, NCA, BTP or MODP 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an 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 individuals 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.



# Reducing crime in London's night-time economy

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On Monday 6th December 2021 Central East Basic Command Unit stood up the Shoreditch Town Centre Team. Part of the Commissioner's vision to put more problem solving orientated Police Officers back into Town Centres, and growing the Metropolitan Police Service.

Building three teams and leading them through this change was not always plain sailing, but nevertheless, achievable and exactly the right thing to do for the people who live, work and visit the Shoreditch area.

For those who may not be familiar with Shoreditch, there are two sides to it. By day an eclectic mix of retail, high-tech and creative businesses. By night, a vibrant and diverse night economy, with an array of bars, restaurants and nightclubs. The area attracts visitors from across the globe, and many thousands of people are drawn to live in this part of Hackney by the rich heritage it has built over many years and its reputation as a cultural hub.

So why is this part of London so important? Much like any established night economy, Shoreditch does not come without challenges. It's one of the largest night time economies in Europe, and footfall amounts to tens of thousands of people each weekend using its open spaces, licensed premises and late night entertainment to meet friends/family and socialise. With that comes many of the more troubling aspects of a busy nightlife. Violence, sexual assaults, drugs misuse, anti-social behaviour... the list continues. In fact, just prior to the Shoreditch Town Centre Team launch 1 in 5 of all crimes recorded on Central East BCU occurred within the Shoreditch Night Time Economy footprint. It was the hotspot for offences of violence against women and girls, street robbery and violence.

Key to tackling any complex set of problems is creating and maintaining strong partnerships, and that is exactly what I sought to do from the outset. I already had a robust Policing plan in place, resourced by colleagues from across the Basic Command Unit, and supported by the Late Night Levy Board at Hackney Council. But with the addition of a dedicated Town Centre Team, which would form a huge part of that plan, I was able to integrate a more focused and specialised group of officers, with a vested interest in improving the area. Making Londoners feel safer and reducing the number of people who became victims of violent crime.

Our priorities are clear. Reduce violence against women and girls, reduce violence in all its forms, reduce robbery and reduce anti-social behaviour including drugs misuse.

Understanding the problems were key to building a strategy to make the improvements necessary and deciding on the tactics to deliver on those objectives.

Post lockdown, we have seen behaviours and attitudes change considerably, with the emergence of worrying trends. Levels of intoxication through drink or drugs were up. With more people becoming either the victims of crime or the perpetrators of crime, through intoxication. This was the backdrop to the rising numbers of lone women preyed upon by predatory males, and perpetrators using intoxication as a weapon to commit further acts of serious crime.

In my role as Neighbourhood Inspector, I also oversee the delivery of Police Licensing on Central East BCU. My team work closely with the MPS Chief Licensing Officer and his team at Continuous Policing Improvement Command, delivering training to our non-statutory partners within the hospitality industry. The themes are based on vulnerability, safeguarding and victim care. Giving their employees the skills and the confidence to make their environment as safe as possible.

Licensing formed a vital part in our approach to problem solving within the Shoreditch area. Having the Town Centre Team and the Licensing Team within the same portfolio meant a multi-faceted approach to tackling the most serious of crimes and addressing the behaviours that allowed that to manifest.

# Reducing crime in London's night-time economy

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Bringing the community on this mission was vital in building trust and confidence, and ensured our efforts remained focused. The Shoreditch Town Centre Panel set our priorities and scrutinise our performance. Chaired by a resident of Shoreditch, they meet quarterly, and my teams have a well-established constructive working relationship with its members. In fact, I want them to be on first name terms with all of them. Because for me, familiarity is the basis of trust. I wanted the community to feel like they know every member of the team; and of course, the Police cannot do any of the good work, or achieve great results working in isolation. We need our partners and our communities to deliver, we may not always agree on every point at every meeting, but when we leave that room, we speak with one voice and have one mission. To make Shoreditch the safest most secure night economy in London.

With nine months into the project, the results speak for themselves. Crime and disorder is down across all crime types within the town Centre footprint. VAWG (violence against women and girls) offences reduced by up to 74% and robbery has been reduced by up to 80%. The work continues, but we have every reason to remain positive and confident that our successes will continue.

**Andy Durrant**  
**Inspector**  
**Metropolitan Police Service**  
**Neighbourhood Policing**  
**Central East Basic Command Unit (Hackney & Tower Hamlets)**

# Prisons and MAPPA

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London Prisons have a key role within MAPPA as a responsible authority. A significant amount of work is completed to gather and identify information related to the nature and target of any risks posed in preparation for release. Ensuring communication between probation, prisons and the police to be shared safely is vital for this relationship to be strong and allow information sharing to be of consistent good quality.

As part of this communication, the London Prison Group, who is overseen by a Prison Group Director (PGD) is the appointed representative at the Senior Management Board (SMB) for MAPPA. Attendance at this meeting allows not only for the PGD to learn key information about new processes and polices within MAPPA but it also provides a space for all partners to learn a little more about what is taking place within our prisons which could directly impact on their involvement with MAPPA processes. For example, during COVID, staffing levels at times were critically low in our Offender Management Units, therefore the ability to meet MAPPA F (prison report for the MAPPA meeting) deadlines was difficult during this time. Being able to explain any up and coming or current pressures can better inform our colleagues and allow key lines of communication on these areas to remain open. Best practise sharing is also an area that has proved positive since the first SMB meeting that was attended by the PGD representative in 2019. An assessment form was being introduced and explained to all attendees which was being used to review MAPPA meetings in the community. It was decided to support continuity and to bring prison practices in line with community colleagues that this form was adapted to be used to assess the Public Protection meetings in prisons.

Following on from the SMB, a sub-group was launched during 2019 which brought a group of on the ground managers together to work on any barriers that were identified between prisons, probation, and the police. This meeting also helped provide a more detailed look at changes in policies and practices across our organisations and how we can improve communication and partnership working. These meetings were a great success and resulted in several key training areas being identified which by taking a partnership approach we were able to work together to provide training sessions to key staff groups. Since the commencement of these meetings, training has been provided on several occasions to Prison Offender Managers, Senior Leadership teams in prisons, and MAPPA Chairs.

The OMiC model provides detail in terms of the role and responsibilities for MAPPA eligible cases. In addition to this in collaboration with the Public Protection Policy lead, Prison SPO's Prison Offender Managers (POM) and MAPPA leads have all fed into the development and implementation of the new MAPPA F template, which has now been launched. One great advantage of the new form is that for an individual only one form gets completed and reviewed for each MAPPA meeting where they are being discussed. This provides a chronological review of information gathered over the final six months of sentence and includes an overview of engagement compliance, attitudes etc as well as details gathered from security, other departments and partnerships such as substance misuse, mental health, chaplaincy, education and activities about any work placement they may have had. The POM will include any liaison with regard to safeguarding children and adults and any specific risk reduction work that has been undertaken with an assessment of the response of the individual to this. Family contacts and visitors are included as well as any associations within the prison that may need to be shared with the community to ensure a safe release for the public and the individual as well as providing insight into potential criminal influences in the future.

As part of the ViSOR arrangements London Prisons also feed in this vital information sharing platform and by working alongside probation and police colleagues, the right information that is needed is communicated well during Regional Users group which then feeds into the National User Group. Again, being a part of this key meeting helps create important relationships but also allows a greater understanding of what is taking place inside the various organisations, so we are better able to understand each other's priority areas and work together collaboratively to achieve common goals to protect the public.

**Susie Leggett, Reducing Reoffending lead for London Prisons**  
**Sam Fallows Interim Deputy Head for prisons and OMiC, London Probation**

# Walk & Talk

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The Walk & Talk initiative began in Central South area (Lambeth and Southwark) as part of the Basic Command Unit's proactive response to local concerns about violence against women and girls (VAWG). It was designed as a proactive and continuous response to the murder of Sarah Everard and the subsequent murders of women across London. The idea is simple and takes policing back to the grassroots by pairing local women who live or work in the area with a local female officer in order to go for a walk. Officers talk to women about their experiences and concerns as well as hear their suggestions on how we can make London safer for all. Officers are proactively encouraged to share their own story which helps to build trust and confidence and their knowledge about the local area and partnership work provides reassurance.

The idea arose from conversations between my Borough Commander Chief Superintendent Colin Wingrove, members of the Forward Institute and myself. I, as the local Chair for Network of Women have led the initiative, alongside Acting Inspector Sam Honeyball since Summer 2021. It has landed positively amongst partners and the public. Walk & Talk has also received considerable media and radio interest and I have completed a number of interviews to promote the scheme. Sam and I are incredibly proud of the initiative and the opportunity to hear – and act upon – so many different voices.

At the beginning of March 2022, we launched Walk & Talk across the Metropolitan Police. This was as part of the MET's commitment to tackling VAWG and the scheme is also included in the Commissioner's VAWG action plan as mandatory best practice. I feel it is so important for women and girls to tell us what they think needs to change and to keep talking to us about what more we can do to improve safety for all in London. I'd like to emphasise that the scheme is about listening and learning from women's lived experience and in no way an expectation for women to change their behaviour. It is paramount that this opportunity is available to women living and working across all boroughs within the MET and has also been adopted by City Police.

When officers are paired with a member of public, they contact them to arrange a time to meet for a minimum of 30 minutes. Often they will meet in a park or open space, but this is flexible and may include walking their buddy's route to work or to a transport hub they use. We like to encourage meetings to take place at different times of the day, such as early in the morning, or in the evening, as these are thought to be the times when women can feel vulnerable because it's darker, there is less footfall and often less traffic on the roads.

Walk & Talk focuses on encouraging open and constructive conversations between officers and their buddy. These have highlighted recurring themes and trends and what we, along with our partners and others, can do to make improvements. While we cannot commit to making all suggested changes, we will share appropriate concerns with partnership agencies.

We fully brief officers beforehand and reiterate if any intelligence or crimes are alleged, they have a duty of care and must report in the usual way, while ensuring any safeguarding and signposting is completed. We also encourage officers to share different means of contacting police and reporting incidents.

In order to evaluate the effectiveness of Walk & Talk and capture feedback we designed a survey to complete post walk. We were able to utilise this feedback to support a successful bid for £1 million of central Government Safer Streets funding for both Lambeth and Southwark to improve women's safety on both Boroughs.

It is important that we continue bringing our officers together with women from all areas and backgrounds reflecting our diverse communities. To do this, we have been working closely with partnership agencies, Faith and community forums and ward panels but we are constantly looking for other ways to reach our communities.

Officers share information about "StreetSafe", a website where people can anonymously tell police about areas where they feel or have felt unsafe but not report crime. In response to this data, we identify "hotspots" where we can focus proactive patrols and work collaboratively with partners to make changes and improve safety in this area.

# Walk & Talk

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You can book a Walk & Talk anywhere in London via Eventbrite. Simply search for your local police and register your interest in the scheme. Someone from the local team will contact you to arrange your Walk & Talk. We have also designed a partnership briefing and posters which have a QR code unique to that borough's Eventbrite page.

Working closely with our SPOCs (single point of contacts) across the MET, Sam and I hope to continue reaching as many women as possible in order to keep listening. I think effective communication with our public is vital if we want to improve trust and confidence, particularly with regard to women.

**A/INSP Becky Perkins**  
**Brixton Town Centre Team**  
**South Area Basic Command Unit**



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