

London

Multi Agency Public Protection
Arrangements (MAPPA)



MAPPA Annual
Report 2014/15



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 offenders and violent offenders and to fulfil their obligations in helping to manage them safely in the community.

MAPPA across London is overseen by the London MAPPA Strategic Management Board (SMB). The SMB is made up of representatives from probation, police, and prisons, who together form the MAPPA Responsible Authority, and from a range of other agencies that contribute to public protection, including Victim Support. The SMB ensures that MAPPA operates consistently and in line with the national MAPPA guidance issued by the Ministry of Justice.

The SMB's priority during 2014-15 has been to ensure that, as the agencies involved go through a period of unprecedented organisational change, the high standards of MAPPA work are maintained and that MAPPA continues to operate safely and effectively throughout London. The three Responsible Authority agencies have all been particularly affected by change. Nonetheless public protection remains central to their business and MAPPA has provided a sound structure for continued joint working. The other partnership agencies too have made an enormous contribution to the process.

The Board has been strengthened by the addition of a representative from Home Office Immigration Enforcement. This, together with London MAPPA's involvement in an European Union Project to improve the cross-border sharing of information about sexual and violent offenders who travel between EU countries, has helped our understanding of how to manage foreign national offenders.

Much attention is given to training those police and probation managers who chair the Multi-Agency Public Protection (MAPP) meetings in each borough, so that they have the necessary skills and confidence to deal with the wide range of complex issues that arise. For example, difficult decisions have to be made about when to disclose information about offenders to members of the public who may be potential victims. Another challenge is to strike the right balance between, on the one hand, imposing restrictive controls on offenders in order to safeguard victims from immediate harm and on the other hand ensuring that offenders are helped to desist from offending over time. This dual approach is underpinned by research findings by leading academics with whom the SMB has formed a strong association.

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



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

What is MAPPA?

MAPPA background:

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

How MAPPA works:

- MAPPA-eligible offenders are identified and information about them is shared by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency

management is required. In such cases there will be regular MAPP meetings attended by relevant agency practitioners.

- There are 3 categories of MAPPA-eligible offender: **Category 1** - registered sexual offenders; **Category 2** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; and **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.
- There are three management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPP meetings or additional resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

ViSOR:

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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2015				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	6435	2564	-	8999
Level 2	167	96	15	278
Level 3	2	9	3	14
Total	6604	2669	18	9291

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	314	827	102	1243
Level 3	21	68	21	110
Total	335	895	123	1353

RSOs cautioned or convicted for breach of notification requirements	602
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	257
NOs	58
FTOs	1

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	11	30	9	50
Level 3	1	4	2	7
Total	12	34	11	57
Breach of SOPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	90
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This figure has been calculated using the Mid-2015 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 on 25 June 2015, excluding those aged less than ten years of age.

MAPPA Statistical Tables

Explanation Commentary

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2015.

- (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 (95%) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.
- (b) **Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement”). Failure to comply with the notification requirement is a criminal offence which carries a maximum penalty of 5 years’ imprisonment.
- (c) **Violent Offenders** – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for.
- (d) **Other Dangerous Offenders** – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.
- (e) **Breach of Licence** – offenders released into the community following a period of imprisonment 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 Offences Prevention Order (SOPO)** – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.
- (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) **Foreign Travel Orders** – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

MAPPA statistics 2014/15

Registered sexual offenders by borough



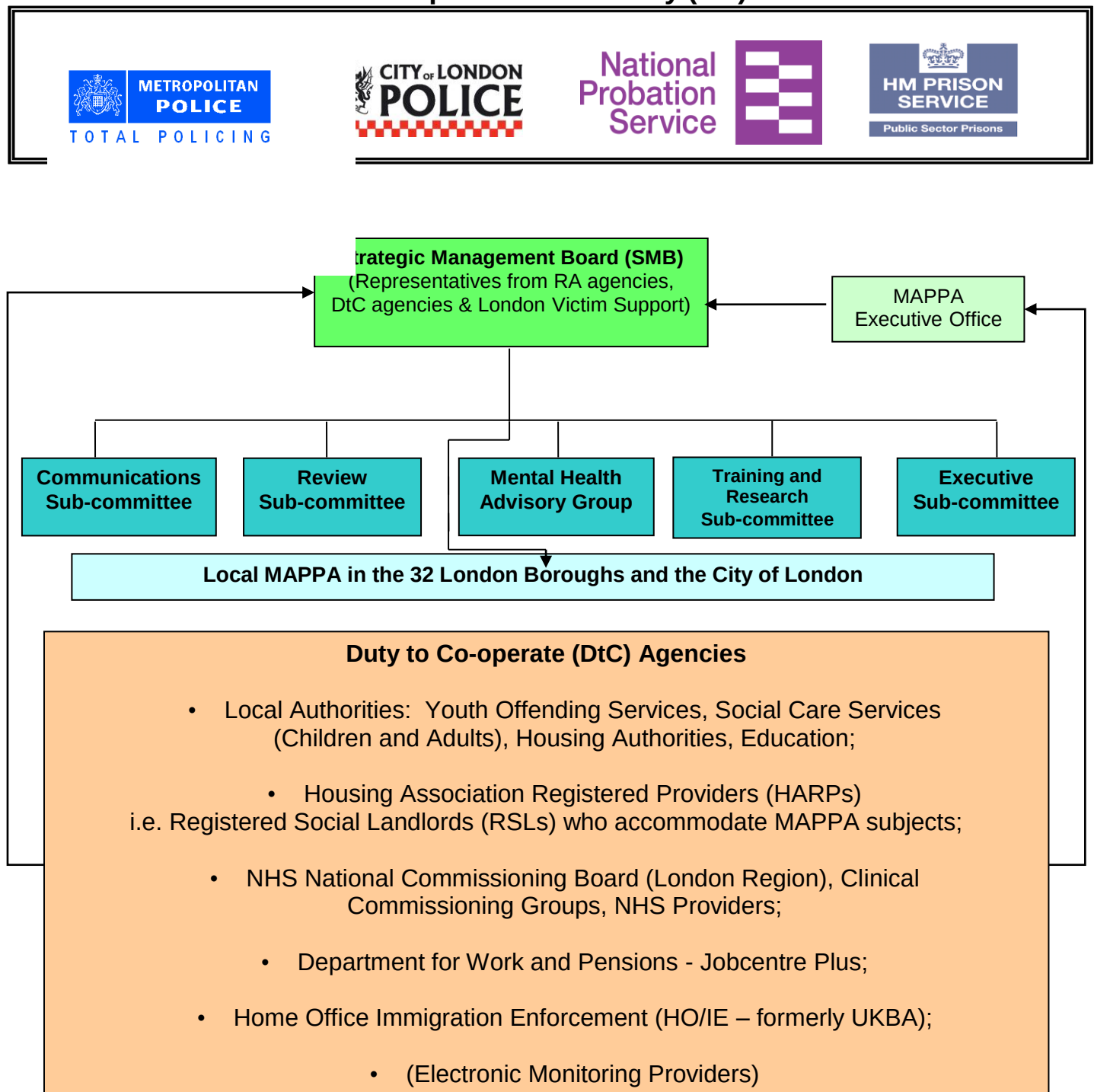
Barking & Dagenham	169	Hammersmith & Fulham	131	Merton	133
Barnet	223	Haringey	272	Newham	368
Bexley	156	Harrow	119	Redbridge	195
Brent	246	Havering	115	Southwark	283
Bromley	174	Hillingdon	229	Sutton	123
Camden	175	Hounslow	202	Tower Hamlets	209
Croydon	331	Islington	182	Waltham Forest	211
Ealing	292	Kensington & Chelsea	108	Wandsworth	203
Enfield	227	Kingston & Richmond ¹	178	Westminster	163
Greenwich	216	Lambeth	326	City of London	7
Hackney	283	Lewisham	355		

London total 6604

¹ For the purposes of these statistics, the boroughs of Richmond upon Thames and Kingston upon Thames have been combined

London Multi-Agency Public Protection Arrangements

The Responsible Authority (RA)





As a result of Government Transformation Rehabilitation Reforms the probation service has gone through significant changes during 2014/15. In June 2014 the former London Probation Trust was split into two new companies called the National Probation Service (NPS) and London Community Rehabilitation Company (LCRC). The transformation

programme aimed to reduce re-offending (especially for those sentenced to less than 12 months custody) while delivering improved value for money for the taxpayer. It also opened up Probation Services to competition while retaining key functions, such as the management of high risk offenders.

As of the 1st February 2015 MTCNovo took formal ownership of the London Community Rehabilitation Company.

The role of the new National Probation Service which came into existence on the 1st June 2014 is as follows:



London NPS in partnership with the other members of the MAPPA Responsible Authority in London, prioritises public protection and working with victims. We assess and manage the risk posed by offenders on a continual basis and information sharing between agencies is vital and fully supported by the MAPPA process.

MAPPA is fundamental to all of all our work within the NPS and we are committed to developing and promoting best practice. MAPPA registered offenders make up 83% of our caseload (including offenders on community orders, in custody and released on licence). Assessing and managing risk is a dynamic process and we continually balance the restriction and controls we have available with actions and interventions designed to rehabilitate offenders and to support the principles of desistance from re-offending.

Sara Robinson
Deputy Director
National Probation Service – London



HM Prisons and private sector providers aim to secure and develop their public safety capabilities through a period of major and substantial change to how they operate. They will continue to prioritise MAPPA work through a transition to benchmarked and centrally determined working profiles and resource reductions. We will aim to work to transition to the new Transforming Rehabilitation arrangements in London so that this is completed seamlessly over the coming year.

Prisons nationally are monitored through Key Performance Indicators (KPI's) and despite the level and impact of the recent resource contractions we successfully deliver again those targets. Management action and attention has been consistently applied to build on previous performance improvements and a greater role in providing information to MAPP meetings.

Development and training is ongoing to constantly improve the risk assessments and intelligence provided by prisons to MAPP meetings for offenders nearing their discharge to the community. The SMB is also trying to promote awareness of the services and information in prisons that can be called upon by MAPP Chairs should they be absent from the meeting. Public Sector Prisons have consistently worked to ensure that prisoners in long term establishments are returned to London for a local discharge should this be beneficial for MAPP planning.

We will continue to work with all key strategic partners to ensure the safety of the citizens of London and beyond through MAPPA.

Gary Monaghan
Governor
HMP & YOI Wormwood Scrubs



There can be no greater priority for the Metropolitan Police than the safety of the public who live and work in London. Managing the most dangerous offenders in the community is not something we can do alone, and it is only through close partnership working with our colleagues in the National Probation Service and The Prison Service

that we can achieve our goal of making London the safest city in the world. The last year has seen us continuing to improve our working practices, primarily by preparing and trialling a new risk assessment tool to allow staff to more accurately identify those offenders who pose the greatest risk of harm, and then help them put in place robust management strategies to mitigate any danger to the public. We have also continued to make use of new technologies to monitor and manage offenders more efficiently against a backdrop of increasing demand.

Whilst the current fiscal climate brings its challenges, the MPS remains committed to continually improving our response to public protection issues and to investing the very best of our staff and resources to keep London safe.

Commander Jeremy Burton
Territorial Policing

London MAPPA

Duty to Co-operate (DtC) Agencies:

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

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

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

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

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

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

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

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

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

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

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

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

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

- **Electronic Monitoring Providers:**

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

Health

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

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

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

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

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

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

We await updated guidance from NOMS on working with Mental Health in MAPPA and when this is available the London MAPPA SMB Mental Health Advisory Group will review the support and guidance available to MAPP meetings in London.

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



Youth Offending Services work with young people aged 10 - 17 on court orders, both in custody and in the community. Our role entails balancing meeting their needs as young people with the need to protect the public from serious harm. Close partnership working with London MAPPA ensures that there is an integrated approach to managing the very few high-risk young people in a way which minimises that risk. Over the past year, Youth Offending Services have contributed to this process by ensuring there is consistent attendance at all MAPP meetings where young people are being discussed, and rigorous oversight and management of risk.

We have achieved closer working relationships with our key strategic partners over the past year including the National Probation Service, the Community Rehabilitation Company, Metropolitan Police Service and the Mayor's Office for Policing and Crime and we aim to develop our understanding of the patterns, risks and desistance factors that may effectively reduce the risks of serious youth reoffending. We have a core responsibility to contribute to making our city a safe place for all, and we are committed to ensuring that improvements in this area continue.

Liz Westlund

Youth Justice Board Head of London

Strategic Management Board (SMB) Member representing Youth Justice



The London branch of the Association of Directors of Children's Services (ADCS) has been a member of the Strategic Management Board of MAPPA since 2012. By assigning a representative Director to the Board, London ADCS are able to offer strategic advice on the protection of children and the management of young offenders.

We developed a protocol which was adopted by the London Safeguarding Children's Board and the London MAPPA Strategic Management Board. This protocol will ensure that there is effective cooperation and communication across these two bodies and a clear understanding of responsibilities in respect of MAPPA at both regional and local levels.

Joy Hollister

Director of Community and Children's Services

London Borough of Havering

Strategic Management Board (SMB) Member representing Safeguarding Boards



Housing plays an integral part of an offender's risk management process as it not only helps to manage their risk, particularly in relation to their reoffending, but also provides a springboard for them to reintegrate back into the community.

MAPPA across London has provided an effective means for Local Authority Housing Departments to participate in the risk management process, providing advice on communities and local housing options. Over the last 12 months, 90% of all MAPP meetings across the capital have been attended by housing department representatives which met the nationally-set target. Through input from local authority housing representatives, and effective partnership working with other landlords (Housing Association Registered

Providers), the Responsible Authority agencies have been able to ensure appropriate accommodation options are available for MAPPA offenders. This is becoming increasingly challenging, however, in light of the acute shortage of housing across all tenures, increasing costs creating affordability problems and competing pressure to reduce local authority resources; it is therefore important that each local authority housing department, as a Duty to Cooperate Partner, plays a full role in ensuring effective risk management of MAPPA offenders in the community, bringing their wider knowledge and expertise to case discussions.

Genevieve Macklin
Head of Strategic Housing
Strategic Management Board (SMB) member representing Local Authority Housing



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

Derek Harvey
Group Partnership Manager, Department for Work and Pensions
Strategic Management Board (SMB) Member representing Jobcentre Plus



During 2014-15, Victim Support has continued to build strong working relationships with London MAPPA. Victim Support is not a Duty to Co-operate (DtC) agency but sits on the Strategic Management Board (SMB) and the Communications Sub-Committee as an independent member.

Victim Support is a national charity that gives free and confidential help to victims of crime, witnesses and their family and friends affected by crime across England and Wales. As a member of the SMB, we are responsible for monitoring performance, measuring compliance with MAPPA's Key Performance Indicators (KPIs) and contributing to the Annual Report.

In line with the current business plan, we have worked positively with the SMB to ensure that there is a victim focus throughout all MAPPA work. In particular, we have been involved in the development and delivery of the training for MAPPA Chairs in relation to the needs of victims. We are able to visit MAPPA meetings in London boroughs to assist in the review and evaluation of MAPPA practice, and are able to give independent feedback.

It is important that the victim's perspective is considered when decisions are made in relation to offenders. Victim Support is committed to ensuring that the victim's voice is heard within the MAPPA process.

Margaret Bourne
London Victim Service Account Manager, Victim Support
Strategic Management Board (SMB) Member representing Victims



MAPPA statistics for England and Wales are published online at:
www.justice.gov.uk



National
Probation
Service

