

# London

## Multi-Agency Public Protection Arrangements (MAPPA)



MAPPA Annual  
Report 2013/14



# 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 concerned with the management of sexual offenders and violent offenders to share information about them. Cases are reviewed regularly at meetings attended by representatives from police, probation and prisons, from Local Authority Housing and Social Care departments, Youth Offending Services, mental health services and victim liaison officers and other agencies. At these meetings, the agencies work together to agree multi-agency plans, designed to manage the risk to victims and also promote the rehabilitation of the offender.

MAPPA across London is overseen by the London MAPPA Strategic Management Board (SMB), which is made up of representatives from probation, police, prisons, who jointly form the MAPPA Responsible Authority and from other agencies that contribute to public protection including victim support. The SMB ensures that MAPPA operates consistently across the capital and in line with the national MAPPA guidance.

2013-2014 has been a year of significant organisational change for many of the agencies involved with MAPPA. Throughout these changes, MAPPA continues to provide an effective forum where agencies can work closely together and co-ordinate their efforts to manage serious sexual and violent offenders in the community. All MAPPA offenders under probation supervision remain the responsibility of what is now the National Probation Service (NPS).

The London MAPPA Executive Office, working under the direction of the SMB, co-ordinates the work of MAPPA across all the London boroughs. Over the year, much has been done to build upon the involvement of London prisons and Youth Offending Services in MAPPA, to strengthen the relationship with victim services and attend to the needs of vulnerable adults. The referral and administrative processes are under continuous review to improve the quality and security of information sharing, leading to better decision making within risk management. Much energy has been devoted to training the managers from London Probation Trust<sup>1</sup> and the Metropolitan Police who chair the MAPP meetings in each borough, for they are key to the success of MAPPA. A theme throughout the training is how MAPPA can achieve the appropriate balance between, on the one hand, the imposition of restrictive controls on offenders, designed to safeguard victims from immediate risk, and on the other hand, ensuring that supportive interventions are in place to enable offenders to desist from offending over time. This dual approach is underpinned by the research findings of leading academics with whom the SMB has formed a strong association.

On the international front, London MAPPA has hosted visitors from abroad who are keen to see how MAPPA works. We are part of a European Union project designed to improve the cross-border sharing of information about serious sexual and violent offenders who travel between EU countries.

Closer to home London MAPPA took part in the consultation exercise that helped to form the Mayor's 'Policing and Crime Plan' for London. MAPPA has an essential part to play in making London a safer place to be. This report represents the work of numerous people from many agencies, who are working together in pursuit of that aim. 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**

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<sup>1</sup> With effect from 1<sup>st</sup> June 2014, London Probation Trust became National Probation Service, London and London Community Rehabilitation Company.

# 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).
- 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.

## 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.

# MAPPA Statistical Tables

## Explanation Commentary

### MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2014 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2014.

- (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 registration and offenders disqualified from working with children.
- (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 of 12 months or more 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

MAPPA-eligible offenders on 31 March 2014				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	5959	3682	-	9641
Level 2	219	274	47	540
Level 3	10	26	12	48
<b>Total</b>	<b>6188</b>	<b>3982</b>	<b>59</b>	<b>10229</b>

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	322	380	63	765
Level 3	21	36	11	68
<b>Total</b>	<b>343</b>	<b>416</b>	<b>74</b>	<b>833</b>

<b>RSOs cautioned or convicted for breach of notification requirements</b>	<b>587</b>
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
<b>SOPOs</b>	<b>196</b>
<b>Nos</b>	<b>68</b>
<b>FTOs</b>	<b>2</b>

<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of Licence</b>				
<b>Level 2</b>	<b>18</b>	<b>33</b>	<b>24</b>	<b>75</b>
<b>Level 3</b>	<b>0</b>	<b>2</b>	<b>2</b>	<b>4</b>
<b>Total</b>	<b>18</b>	<b>35</b>	<b>26</b>	<b>79</b>
<b>Breach of SOPO</b>				
<b>Level 2</b>	<b>104</b>	<b>-</b>	<b>-</b>	<b>104</b>
<b>Level 3</b>	<b>0</b>	<b>-</b>	<b>-</b>	<b>0</b>
<b>Total</b>	<b>104</b>	<b>-</b>	<b>-</b>	<b>104</b>
<b>Total number of Registered Sexual Offenders per 100,000 population</b>				<b>85</b>

This figure has been calculated using the Mid-2013 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 26 June 2014, excluding those aged less than ten years of age.

# MAPPA statistics 2013/14

## Registered sexual offenders by borough



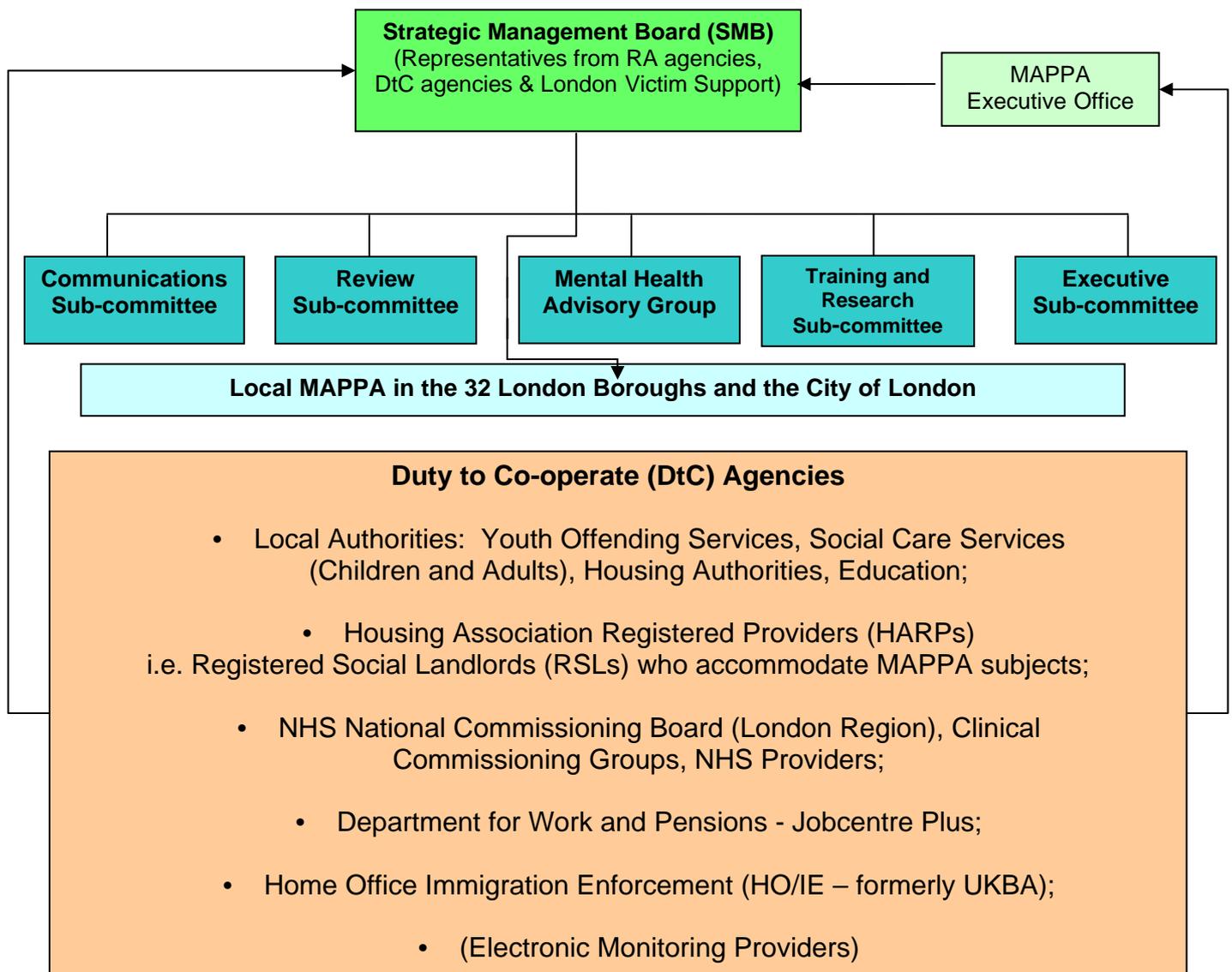
Barking & Dagenham	140	Hammersmith & Fulham	114	Merton	120
Barnet	196	Haringey	290	Newham	324
Bexley	151	Harrow	102	Redbridge	175
Brent	229	Havering	101	Richmond upon Thames	101
Bromley	170	Hillingdon	206	Southwark	294
Camden	164	Hounslow	192	Sutton	118
Croydon	302	Islington	163	Tower Hamlets	200
Ealing	262	Kensington & Chelsea	83	Waltham Forest	203
Enfield	215	Kingston upon Thames	74	Wandsworth	202
Greenwich	211	Lambeth	321	Westminster	159
Hackney	269	Lewisham	328	City of London	9

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**London total 6188**

# London Multi-Agency Public Protection Arrangements

## The Responsible Authority (RA)



**National  
Probation  
Service**



London Probation Trust<sup>2</sup>, in partnership with the other members of the MAPPA Responsible Authority in London, prioritises public protection. We assess and manage the risk posed by offenders on a continual basis and information sharing between agencies is vital.

MAPPA is a fundamental part of our work and we are committed to developing and promoting best practice. MAPPA registered offenders make up nearly 20% 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.

We are preparing for the significant changes the Government is planning to introduce to probation services as part of the 'Transforming Rehabilitation' programme. A new National Probation Service will be created which will manage high-risk of harm offenders, plus all MAPPA registered cases. Much of the other work currently held by probation will be competed in the open market in October 2014.

This will mean that public protection will, in future, be the responsibility of a wider range of providers. We are committed to working closely with the Ministry of Justice to ensure that the changes are introduced as seamlessly as possible and that effective working relationships are established from the start.

**Paul Davies**  
**Governance Director and Acting Chief Executive**  
**London Probation Trust**



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 TR 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**

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<sup>2</sup> With effect from 1<sup>st</sup> June 2014, London Probation Trust became National Probation Service London and London Community Rehabilitation Company.



This year the Metropolitan Police Service (MPS) has continued to work closely with MAPPA partners ensuring continued high levels of public protection for London. The public can be assured that MAPPA and the MPS will protect the public from the most harmful offenders and this will not be compromised. We remain dedicated to improving the service we provide.

MAPPA managed offenders that commit serious further offences have again reduced this year despite the number of increasing offenders. The challenges of MAPPA are significant but the MPS continues to seek improvements to prevent re-offending.

This year, police have implemented computer monitoring software that has proved extremely successful in monitoring sex offenders, we will continue to extend this into the forthcoming year. MAPPA partners and the MPS are closely monitoring enhanced risk assessment tools to provide a more accurate prediction of risk behaviour for individual cases. Implementation is planned for the forthcoming year.

The MPS remains committed to strengthening, even further, the arrangements with our partners to make London a safer place.

**Sam Faulkner**  
**Detective Chief Inspector**  
**Territorial Policy Capability and Support**  
**Metropolitan Police Service**

# 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 (HO/IE):**

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 HO/IE, and the Immigration MAPPA Single Point of Contact function was assumed by Criminal Casework with effect from September 2013. The MAPPA HO/IE Memorandum of Understanding is to be issued to reflect these changes. The HO/IE 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](http://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**  
**London Probation Trust**  
**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 re-offending, 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 competing pressure to reduce local authority resources; it is therefore important that each local authority housing departments, 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.

**Simon Latham**  
**Executive Head of Community Living and Strategic Commissioning**  
**Strategic Management Board (SMB) member representing Local Authority Housing**

The logo for Jobcentreplus, featuring the text 'jobcentreplus' in a white, lowercase, sans-serif font on a green rectangular background.

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**



**find the strength**

During 2013-14, 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**

**Deputy Locality Director, Victim Support  
Strategic Management Board (SMB) Member representing Victims**



MAPPA statistics for England and Wales are published online at:  
[www.justice.gov.uk](http://www.justice.gov.uk)

