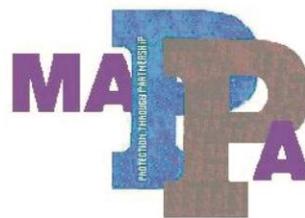


# London

Multi-Agency Public Protection  
Arrangements (MAPPA)

Annual Report 2016/17



# Working in Partnership to Protect the Public

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Multi-Agency Public Protection Arrangements (MAPPA) operate in all 32 London boroughs and the City of London. These arrangements are statutory, which means that there is a duty on all the agencies involved to share information about sexual and violent offenders and to fulfil their obligations in helping to manage them safely in the community. MAPPA provides the formal structure that allows information to be shared and enables agencies to work together to manage risk and protect the public.

MAPPA across London is overseen by the London MAPPA Strategic Management Board (SMB). The SMB is made up of senior managers from the probation, police and prison services, which together form the MAPPA Responsible Authority, along with representatives from a range of other agencies that contribute to public protection. The SMB ensures that MAPPA operates consistently and in line with the national MAPPA guidance issued by the Ministry of Justice. The Board has welcomed the appointment of four new independent and unpaid Lay Advisers. These members of the public operate as full members of the SMB. Their value is as informed observers who ask questions that the professionals closely involved in MAPPA work may not necessarily think of raising.

MAPPA is led primarily by police and probation but would not work effectively without information from prisons and the active participation of the other agencies. These include Local Authority Social Care Services (Children and Adults), Youth Offending Services, Housing Authorities, NHS Mental Health Services, Home Office Immigration and Enforcement and the Department for Work and Pensions (JobCentre Plus). The strong working relationships that the SMB has developed at Board level are reflected in the close collaboration between agencies in the local borough MAPPAs.

The SMB has made good progress on a number of its key priorities during the year. We have been working closely with London Councils to overcome the challenges of finding accommodation for hard to place offenders that is both suitable for the individual concerned and safe for the local community. Closer links have been developed between MAPPA and the London Safeguarding Adults Board in the context of the high number of adult offenders and victims who have social care needs; and work has commenced to engage General Practitioners in the work of MAPPA. MAPPA has to strike the right balance between imposing restrictive controls on offenders in order to safeguard victims from immediate harm whilst also ensuring that offenders have access to what they need to enable them to desist from re-offending.

The Board made a full response to the Mayor's consultation on the police and crime plan explaining how MAPPA helps to create "A Safer City for All Londoners". High harm crimes such as domestic and sexual violence, knife crime, serious organised crime, gun crime, gang violence, terrorism and extremism all fall within the ambit of MAPPA.

The SMB has continued its focus on training and development for police and probation managers who chair the Multi-Agency Public Protection (MAPP) meetings in each borough. Topics include the MAPPA process itself and specialist subjects such as mental health, housing, safeguarding and victims of crime. Guidance has been issued on when and how to disclose confidential information about offenders to employers and educational establishments and to members of the public who may be at risk. Training has had a demonstrable impact on the quality of risk assessment and MAPPA risk management plans.

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



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

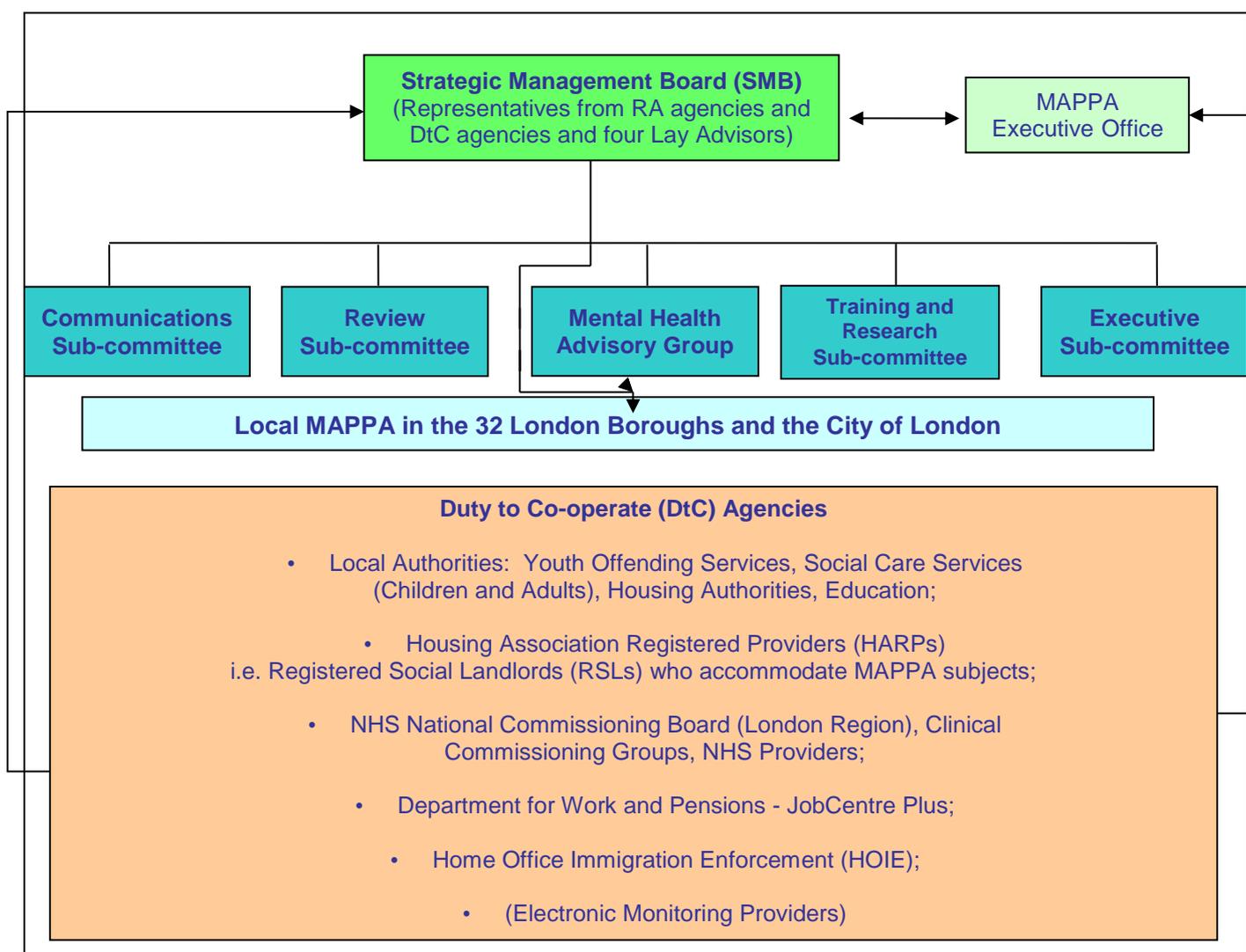
# London Multi-Agency Public Protection Arrangements

## The Responsible Authority (RA)

National  
Probation  
Service



METROPOLITAN  
POLICE



# 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 and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).

## How MAPPA works

MAPPA-eligible offenders are identified and information about them is shared between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 3 categories of MAPPA-eligible offender:

- **Category 1** - registered sexual offenders;
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; and
- **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

There are three levels of management to ensure that resources are focused where they are most needed; generally those involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

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

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2017</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	5892	3611	-	9503
Level 2	55	52	16	123
Level 3	8	7	5	20
Total	5955	3670	21	9646

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	407	367	122	896
Level 3	23	26	23	72
Total	430	393	145	968

<b>RSOs cautioned or convicted for breach of notification requirements</b>	183
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<b>RSOs who have had their life time notification revoked on application</b>	30
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	393
SHPO with foreign travel restriction	1
NOs	47

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	4
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<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>				
Level 2	11	22	5	38
Level 3	4	1	1	6
Total	15	23	6	44
<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>	<b>79</b>
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This figure has been calculated using the Mid-2016 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

**(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 under ordinary agency (Level 1) arrangements rather than via MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years imprisonment.

**(c) Violent Offenders** – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration.

**(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.

**(e) Breach of licence** – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

**(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction)**  
Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. It requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

**(g) Notification Order** – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

**(h) Sexual Risk Order (including any additional foreign travel restriction)**  
The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates’ court on application by the police or NCA where an individual has done an act of a sexual nature and the court is

satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making

of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

#### **(i) Lifetime notification requirements revoked on application**

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>

# Lay Adviser View

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I was appointed by the Secretary of State as Lay Advisor for London MAPPA Strategic Management Board (SMB), alongside three others during 2016. The four of us come from various backgrounds ranging from criminal justice and the voluntary sector to commercial IT management.

Our voluntary role is to provide independent scrutiny and to review the effectiveness and consistency of MAPPA across London's 32 boroughs. Throughout the year, my Lay Advisor colleagues and I have attended a number of Level 2 MAPP meetings, where we aim to review the local Duty to Cooperate agencies' contribution and ensure that the decision making processes are transparent, fair and collective.

As Lay Advisers we are involved in SMB sub-committees, Serious Case Reviews and reviewing the Key Performance Indicators (KPI's) and metrics which the SMB uses. Due to my interest in promoting the work of MAPPA across sectors and also for Londoners, I was recently asked to Chair the Communications sub-committee. I hope to be able to raise awareness of the crucial work that MAPPA does that positively impacts on our community.

During my time as Lay Advisor I have both enjoyed and valued the opportunity to take part in MAPP meetings and positively influence the delivery of MAPPA in London. It is clear that the success of MAPPA within London relies on the strong, co-ordinated, multi-agency approach to ensure offender risk is managed properly and that Londoners are protected from serious harm.

**Sarah Owen-Rafferty**  
**Lay Adviser**

# What is a MAPPA Serious Case Review?

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A Mandatory Serious Case Review will be prepared when an offender being managed (or who has just been managed) at MAPPA Level 2 or 3 commits a serious offence – murder, attempted murder, manslaughter, rape or attempted rape. There will also be other cases when the MAPPA Strategic Management Board decides that a Discretionary Serious Case Review should be prepared, perhaps where it is considered that it would be in the public interest for there to be a review or where there is concern that there has been a significant breach of MAPPA procedures. The preparation of MAPPA Serious Case Reviews is included in the MAPPA Guidance ([mappa.justice.gov.uk](http://mappa.justice.gov.uk)), which details the approach to be taken and the expected format of the reports.

A MAPPA Serious Case Review analyses how the MAPP arrangements worked in a particular case. A panel considers reports from the agencies involved along with the MAPPA document set and the ViSOR record. This panel includes senior representatives from the key agencies, and, in London a lay adviser from the Strategic Management Board and an independent chair. These discussions inform a report written about how the MAPPA processes worked to manage the offender and how the agencies worked together. It will identify any best practice and learning points and the MAPPA Executive Office will ensure that each is followed through. It is not about the apportioning of blame or about the internal working practice of the individual agencies, which will be considered by the agencies themselves. The report is considered by the Strategic Management Board and is submitted to the National MAPPA Team at Her Majesty's Prison & Probation Service. There were two MAPPA Serious Case Reviews in 2016-17.

The action points are collated and shared nationally. A summary was issued early in 2017 and can be found on the Ministry of Justice website.

**Arthur Wing**  
**MSCR Lead Investigator**

# MAPPA in London – Circles London

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We live in a society where sexual abuse provokes powerful responses within communities. For some men and women who have sexually offended resettling into the local community, particularly following a period of imprisonment, is often a daunting prospect. The successful rehabilitation and reintegration of a sex offender requires consideration of the needs of the victim, the community and the risks and needs of the sexual offender themselves. Research shows that social isolation and emotional loneliness are key factors in the risk of recidivism. Developing a positive and a vested interest within the community is a vital part of an offender's desistance process.

Circles UK (CUK) is a charitable umbrella organisation whose ethos and vision is to seek greater public protection by working towards a substantial reduction in sexual offending. CUK supports local providers to deliver interventions that assist socially isolated sexual offenders to reintegrate safely into the local community. In the London area the charity Circles South East (operating in London as Circles London) were contracted to deliver 100 Circles over 4 years. Identifying suitable members of the public to monitor and support a Core Member in the community has proved an extremely effective way of reducing risk.

Circles London recruits, trains and professionally supports appropriate volunteers from the London area who are willing to give up their time in order to work with convicted sexual offenders. The purpose of a circle is to provide a safe and supportive environment to allow the offender (core member) to develop positive social skills and commence safe reintegration into their local community. Volunteers can offer practical support with finding work and developing money management skills and wider support which enables the core member to rebuild a full and meaningful life whilst managing their ongoing and potentially risky behaviour.

Circles providers work in partnership with Police, Probation, local Multi Agency Public Protection Arrangements and other professionals working in the field of child protection.

**Jan Thompson**  
**Business Development Manager**  
**Circles South East**



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

