



LONDON MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS (MAPP)

MOPAC

London Police and Crime Plan 2013 - 2017

Response from the London MAPP Strategic Management Board to the
MOPAC Consultation Paper

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MOPAC Police and Crime Plan 2013 – 2017.

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Contents

Introduction	page 3
MAPPA's contribution to the Policing and Crime Plan	4
1. Multi-agency partnership working	4
2. Value for money	4
3. Serious and organised crime	5
4. Victim focused services – domestic violence	5
5. Boosting public confidence	5
Responses and Recommendations	6
Question 1 Objectives and Goals	6
Question 2 Police performance and resource issues	7
Question 3 Confidence in the Metropolitan Police	7
Question 6 Justice and resettlement issues	8
Question 8 Other issues	8
Conclusion	9

Introduction

This response to MOPAC Police and Crime Plan consultation paper is from the Strategic Management Board for London Multi-Agency Public Protection Arrangements (London MAPPA).

MAPPA is a set of arrangements designed to protect the public, including previous victims of crime, from serious harm by sexual and violent offenders. MAPPA operates under the provisions of the Criminal Justice Act 2003, which provided for the establishment of Multi-Agency Public Protection Arrangements in each of the 42 criminal justice areas in England and Wales.

Public protection does not rest with any single agency. MAPPA brings together bring together the Police, Probation and Prison Services into what is known as the MAPPA Responsible Authority. In London the Responsible Authority comprises the Metropolitan Police (MPS) and the City of London Police, London Probation Trust (LPT) and HM Prisons London.

MAPPA requires the local criminal justice agencies and other bodies dealing with sexual and violent offenders to work together in partnership. A number of other agencies are under a statutory duty to co-operate ('DtC') with the Responsible Authority. In London the MAPPA 'DtC' partners include all the Local Authorities (Housing, Social Care and Youth Offending Services), the eleven Mental Health Trusts that cover London, the Department for Work and Pensions and UK Border Agency.

MAPPA is not a statutory body in itself but is a mechanism through which agencies can better discharge their statutory responsibilities and protect the public in a co-ordinated manner. MAPPA exists to promote joint working.

The Responsible Authority fulfils its duties through the London MAPPA Strategic Management Board (SMB). Membership of the SMB consists of senior manager representatives from all three MAPPA 'Responsible Authority' agencies and each of the MAPPA 'Duty to Co-operate' partner agencies. Also on the London Board is a representative from Victim Support (London area) and up to three Lay Advisors.

The London SMB oversees the work undertaken by MAPPA operating locally in each of the 32 London Boroughs. Multi-agency Public Protection (MAPP) meetings take place at least once a month in all Boroughs. Chairing MAPP meetings is a responsibility that is shared between MPS (at Inspector / Superintendent level) and LPT at Senior Probation Officer / Assistant Chief Officer level).

MAPPA-eligible offenders comprise three categories: Category 1, Registered Sexual Offenders; Category 2, Violent Offenders sentenced to imprisonment for 12 months or more or a hospital order; and Category 3, certain other dangerous offenders. Across the capital there are at any one time approximately 7,500 MAPPA eligible offenders. Statistics published in the London MAPPA annual report for 2011-12 show that during the year, some

680 offenders were 'actively' managed by MAPPA, meaning that they are subject of regular multi-agency MAPP meetings. The remainder were assessed as not requiring multi-agency management.

MAPPA is a well established and effective mechanism for protecting the public from sexual and violent offenders. It commands national and international respect. Serious further offending rates for cases managed within MAPPA are extremely low; nationally the total number of serious further offences committed by offenders under MAPPA continues to be a very small proportion of the caseload and London is no exception.

MAPPA's contribution to the Policing and Crime Plan

The Board welcomes that opportunity provided by this consultation to set out the important contribution that it believes MAPPA can and should make to the MOPAC Policing and Crime Plan, particularly in respect of the following mayoral priorities:

1. Multi-agency partnership working.

The Board welcomes the Mayor's priority to *'ensure that all of London' public service agencies work together ...to prevent crime ...and reduce re-offending'*. (Page 8)

MAPPA provides a tried and tested model for multi-agency partnership working, designed to tackle serious sexual and violent crime and to reduce re-offending. This means agencies working together to achieve the right balance between, on the one hand, applying restrictive controls to manage immediate risk and, on the other hand, providing access to rehabilitative measure that enable the offender to desist from offending in the longer term.

Through the statutory duty to co-operate, MAPPA can ensure that agencies fulfil their obligations in protecting the public. In this context MAPPA is in a powerful position to demonstrate what the consultation paper describes as the 'golden thread of robust performance monitoring and holding all of the agencies to account' (p 22). MAPPA will challenge agencies if they fail to attend MAPP meetings or do not carry out the actions they have agreed to do.

2. Value for Money

MAPPA co-ordinates the risk management activities of the various agencies, thus avoiding unnecessary duplication of effort or conflicting approaches. Careful assessment of the appropriate 'level' of MAPPA management means that resources are targeted at those cases where the resources are really needed. Given the financial (and human) cost of

dealing with crimes once committed, MAPPA's work to prevent reoffending represents very sensible investment. In this way MAPPA supports the Mayor's priority to makes best use of declining resources and delivers value for money for the tax payer.

3. *Serious and organised crime*

The Board agrees with the proposed strong focus on serious and organised crime (p 11). MAPPA's primary focus is, as described above, on serious sexual and violent offenders; however the Board believes that MAPPA has an increasingly important role to play in managing the risk of harm associated with organised crime.

Offenders managed under MAPPA include those sentenced under the Terrorism Act and released from prison on licence. In this respect, MAPPA assists the MPS in countering the threat from terrorism and in meeting its responsibilities with regard to the Home Secretary's Strategic Policing Requirement.

MAPPA is developing significant expertise in tackling gang-related offending and violence in London. It has a key role to play in identifying and assessing individuals associated with criminal gang activity and who pose a high risk of harm. MAPPA has developed sound mechanisms for the appropriate and secure sharing of information and intelligence between agencies. It has expertise in developing robust multi-agency risk management plans, which deal with the risks posed by the offender both as an individual and in the gang context. At a strategic level the Chair of the MAPPA SMB is involved in discussion with MPS and LPT aimed at developing an overarching gangs strategy for London.

4. *Victim focused services – domestic violence.*

The consultation document makes reference (p 11) to public concern about offences that have a huge impact on victims. MAPPA concentrates on victim based offences. Victim safety and the prevention of repeat victimisation are high on the agenda at MAPP meetings and are at the heart of the risk management planning process.

The SMB is of the view that more creative use of the statutory MAPPA eligibility criteria, (i.e. Category 3, 'Other Dangerous Offenders'), will bring more domestic abuse perpetrators within the purview of MAPPA. This would be coupled with proper liaison with MARACs.

5. *Boosting public confidence*

MAPPA has a role, yet to be fully exploited, in boosting public confidence in policing and criminal justice in London and the ability to deal effectively

with crime. The consultation document stresses the importance of evidence that the police are addressing serious offences such as domestic violence, rape, other serious sexual offences and hate crime, so that public confidence in the police is increased. MAPPA provides a forum in which the police and other agencies can, together, successfully manage perpetrators of these offences who are MAPPA eligible.

For reasons associated with the confidentiality of the information shared, MAPPA has tended to 'hide its light under a bushel'. MAPPA's role in protecting victims is something to be proclaimed more widely. Publicising the role of MAPPA and the key role played by MPS (and London Probation) has the potential to build public confidence and counter the inevitable negative media attention 'when things go wrong'.

The SMB would be keen to work with the Mayor's Office to find appropriate opportunities for communicating with the public in a way that boosts public confidence, for example when launching the London MAPPA Annual Report.

Responses and Recommendations

In light of the above explanation of how MAPPA operates in London and how MAPPA can contribute to the Mayor's Policing and Crime Plan, the Strategic Management Board responds to a selected number of the specific consultation questions as follows:

Question 1.

What, if any, other objectives and goals would you add to the Mayor's objectives and goals?

The MAPPA SMB would like to see more specific reference to public protection from serious harm as a goal. It recommends that, included in the plan, there should be a fuller explanation of the strategy for protecting the public from sexual and violent offenders who pose a high risk of harm *and* reference to MAPPA's contribution to it (see above). Including these in the plan would lend weight to the opening statement (on page 6) that "*the first duty of the Mayor is to protect Londoners*". Proper information sharing, risk assessment, multi-agency risk management planning and agency accountability are pre-requisites to public protection and, with appropriate investment of time by MPS and the other agencies, MAPPA is well placed to provide these.

Question 2

What, if any, other things could be done to address police performance and resource issues?

The SMB is concerned that the drive within the Local Policing Model towards 'improving visibility and making sure the police are out fighting crime and not behind desks completing paperwork' (page 9) could well have a negative impact on the MPS's capacity to commit resources to MAPPA. The emphasis on protecting and strengthening the MPS's ability to focus on 'frontline' street policing, whilst concentrating the 20% savings on what is perceived as 'back-office' bureaucracy, may be attractive in terms of public perception, but carries with it a risk that essential elements of public protection are ignored.

For MAPPA to be effective it must be properly informed by good risk assessment, the production of accurate data, the collation of intelligence, and regular participation in MAPP meetings. These may not be frontline activities but they are absolutely key to ensuring that all agencies can interact effectively and play their appropriate role in determining what targeted action should be taken on the ground in order to mitigate risk and protect the public.

Similarly, the strength of MAPPA London derives from its consistency of approach across all London Boroughs, which is achieved through support and training for the Chairs of MAPP meetings, attention to pan-London administrative processes and robust performance monitoring. These functions, which could be defined as 'back office', have led to a demonstrable improvement in the way that high risk and high profile offenders have been managed in the community, for the benefit of all Londoners.

The division between 'front line' and 'back office', when applied to protecting the public from high risk offenders, is a false distinction ; both are necessary. The SMB would urge MOPAC to recognise the importance of investing in MAPPA as an essential support function for frontline activity.

In practice this means ensuring that capacity is maintained within the local MPS Jigsaw Units (Police Officers trained to manage sex offenders in the community) in each borough, to enable them to continue to participate in MAPPA and share the lead role at the appropriate grade.

Question 3

Do you think the confidence in the Metropolitan Police needs to be improved? How do you think that could be done?

As stated earlier there is scope for MAPPA to up its profile with the public. It is never easy to prove success in preventing harm to the public and it is not possible to eliminate risk altogether; nonetheless the public should be reassured that in MAPPA there are robust arrangements in place to manage high risk sexual and violent offenders designed to keep harm to a minimum. Managed properly, publicity about MAPPA could well boost public confidence

- in the MAPPA process and in the participating agencies, including MPS. The SMB is keen to work with the Mayor's office to achieve this.

One specific suggestion is that MOPAC might be willing to work with the London MAPPA Executive Office to organise a launch event for the London MAPPA Annual Report, which will be published in October 2013.

Question 6

What, if any, other things could be done to address justice and resettlement issues?

In this context we would urge you to consider the important linkages that MAPPA has with other key priorities which are referenced in the consultation document, namely partnership work and agency join-up, and interventions based on outcomes. In particular, we invite you to reflect upon the way that MAPPA has established effective strategic links with other key London priorities – namely tackling domestic violence (including liaison with MARACs), reducing violence against women and girls, improving child protection (MAPPA has recently agreed, a protocol with Local Safeguarding Children Boards) and preventing crime, particularly more serious offences against people.

As well as considering the range of restrictive measures available in order to control an offender, MAPPA also concerns itself with how access can be gained to the seven 'resettlement pathways'. These pathways are housing, education training and employment, health, debt advice, substance misuse services, offending behaviour programmes and relationships with children and families. Discussion at MAPP meetings routinely focuses on these pathways because they represent 'protective' factors, which promote rehabilitation and desistance from re-offending.

Question 8

Are there any other issues affecting you that have not been covered in the draft Police and Crime Plan?

This consultation has been helpful in focusing the London MAPPA SMB's attention on the contribution that MAPPA can make to the Mayor's Police and Crime Plan. This response has identified a number of areas of mutual interest in how we protect Londoners from the risks posed by sexual and violent offenders. The SMB would like to establish a closer strategic relationship with the Mayor's Office in order to pursue these opportunities and to ensure that the Police and Crime Commissioner is fully apprised of matters relating to the management of high risk violent and sexual offenders in London.

To that end, the London MAPPA Strategic Management Board proposes that the Chair of the SMB be invited to attend a meeting of the London Crime Reduction Board.

Conclusion

The London MAPPA Strategic Management Board looks forward to working closely with the Mayor's Office for Policing and Crime and playing its part in implementation of the Police and Crime Plan for London.



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