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## LONDON MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS (MAPPA)

**Protocol between  
London MAPPA Strategic Management Board (SMB)  
and  
(Name of Borough) Local Safeguarding Children Board**

**This protocol has been approved / agreed by:  
London Safeguarding Children Board on 21 November 2012  
Local Safeguarding Children Board Chairs on 6 December 2012  
London MAPPA Strategic Management Board on 8 December 2012**

# LONDON MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS

## Protocol between London MAPPA Strategic Management Board (SMB) and (*Name of Borough*) Local Safeguarding Children Board (LSCB)

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## Introduction

The London MAPPA Strategic Management Board (SMB) and the (*name of Borough*) Local Safeguarding Children Board (LSCB) have agreed this protocol to ensure that there is effective cooperation and communication between MAPPA and the LSCB and a clear understanding of responsibilities in respect of MAPPA at a local borough level.

This local protocol replicates a similar protocol that has been agreed at regional level between the London MAPPA SMB and the London Safeguarding Children Board.

## The statutory basis and purpose of MAPPA

Section 325 of the Criminal Justice Act 2003 (“CJA 2003”) imposes a statutory duty on the Police, Probation and Prison Services in the 42 MAPPA areas in England and Wales to establish arrangements to assess and manage the risks posed by:

- a) Relevant sexual and violent offenders; and
- b) Other persons who, by reason of offence(s) they have committed, are considered by the Responsible Authority to be persons who may cause serious harm to the public.

The statutory framework which has been established for the assessment and management of sexual and violent offenders is referred to as MAPPA (Multi-Agency Public Protection Arrangements). Rather than being a statutory body in itself, MAPPA exists as a statutory framework within which participating agencies operate. All agencies participating in MAPPA, therefore, retain their full statutory responsibilities and obligations at all times.

In addition to the participation of the Responsible Authority (‘RA’) agencies in MAPPA, Section 325(3) of the CJA 2003 establishes that other agencies have a ‘duty to co-operate’ (‘DtC’) with the RA within the MAPPA framework. Agencies in London currently specified to participate within MAPPA include:

- Local Authorities
  - Social Care Services (Children and Adults)
  - Youth Offending Teams
  - Education
  - Housing Authorities
- Housing Association Registered Providers (HARPS), i.e. Registered Social Landlords who accommodate MAPPA offenders
- NHS National Commissioning Board (London Region), Clinical Commissioning Groups and NHS Providers
- Department for Work and Pensions - Jobcentre Plus
- UK Border Agency

Under Section 325(8) of the CJA 2003, the Secretary of State has issued national MAPPA Guidance. Being public bodies, all RA and DtC agencies have a duty imposed by public law to have regard to this guidance in exercising their functions under MAPPA.

## **The core function of MAPPA**

The primary purpose of MAPPA is to co-ordinate the involvement of different agencies in assessing the risk presented by offenders and to ensure that any risk is managed effectively for the protection of the public. Participation in the MAPPA framework enables RA and DtC agencies to undertake more effectively their work in reducing the risk of serious harm presented by offenders.

## **London Region Strategic Management Arrangements**

### **The London MAPPA Strategic Management Board (SMB)**

The MAPPA SMB is the means by which the RA fulfils its duties under section 326 (1) of the Criminal Justice Act 2003 to:

‘keep the arrangements (i.e. MAPPA) under review with a view to monitoring their effectiveness and making any changes to them that appear necessary or expedient.’

The SMB is, therefore, responsible for managing MAPPA activity in London. In London the SMB is a regional Board, covering all 32 London Boroughs and the City of London. Its responsibilities include reviewing its operations for quality and effectiveness and planning how to accommodate any changes as a result of new legislation, national guidance or wider criminal justice changes. The Secretary of State retains the power to issue guidance to the RA on the discharge of its functions under MAPPA. The SMB is responsible for the implementation of the MAPPA Guidance in its area, in line with local initiatives and priorities.

### **The London Safeguarding Children Board**

The London SCB is a voluntary co-operative body. It was established to enable London organisations responsible for the safeguarding of children in London to meet the requirements of the Children Act 2004 and the National Service Framework for Children, Young People and Maternity Services, and to do this in line with the guidance set out in Working Together to Safeguard Children (DfES, DH, Home Office, 2006).

The aims of the Board are to:

- Promote consistency by all member organisations in their response to, and management of, safeguarding children issues, including particularly through the Local Safeguarding Children Boards (LSCBs).
- Provide impetus and strategic leadership to the safeguarding activities of all member organisations.
- Identify and seek appropriate responses to London-specific factors which impact on member agencies’ activities to safeguard London children.
- Identify and promote adoption of best practice by member organisations for safeguarding London children.
- Lead the development of procedures, particularly multi-agency procedures, for safeguarding London children.
- Promote the development of London protocols for the sharing of information to safeguard children and promote their welfare.
- Promote good practice to ensure that the voices of the individual child and children collectively are heard.

- Lead the development of a training strategy to address the need for multi-agency safeguarding children training.
- Develop a communication strategy and systems: firstly, to enable active links with other strategic London, national and international bodies; and, secondly, to ensure that all members of partner organisations are aware of the role, purpose and outputs of the Board.
- Influence and inform the development of policy and practice relating to safeguarding children issues.
- Identify and promote changes to legislation to improve the safeguarding of children.

## **Information sharing**

Information will be shared between the SMB and the London SCB in a necessary and proportionate manner with lawful authority. Timely and confident information sharing is critical to both public protection and children's safeguarding. Both boards will have regard to the following:

- Relevant information will be shared within the above context in the interests of public protection and the safeguarding of children and the statutory responsibility of both boards.
- Information will be marked and securely stored in line with the Government Protected Marking Scheme (GPMS).
- The London SCB Business Manager will ensure that relevant strategic information from the SMB is presented to the London SCB and ensure that any relevant information from the London SCB is taken to the SMB via the London SCB representative.
- Strategic information can be shared with MAPPA via the MAPPA Executive Office.
- MAPPA has a responsibility for disclosure and both boards will be aware of responsibilities under the Child Sex Offender Disclosure Scheme. There will be a clear audit trail where disclosure has been agreed as necessary.
- Each board should consider the role of the other when reviewing individual cases.

## **The MAPPA SMB will:-**

- a) Share relevant strategic information with the London SCB representative so that it can be sent to all LSCB Business Managers and Chairs.
- b) Share learning from any case reviews undertaken by the SMB that have any child safeguarding issues so that all LSCBs can be made aware.
- c) Ensure that, where possible, duplication of SCRs is avoided by identifying whether an LSCB SCR is taking place.
- d) Ensure that, when a MAPPA SCR has been agreed, timescales are considered and agreed with the relevant LSCB where there may be two separate SCRs taking place.
- e) Provide training opportunities for Duty to Co-operate agencies.
- f) Ensure that safeguarding needs of children are kept as a priority both for the SMB and MAPPA Chairs.
- g) The SMB will ensure that it fulfils its responsibilities to safeguard and promote the welfare of children, and manages the risk of harm young offenders present to others.
- h) Ensure that strategic safeguarding issues brought to its attention are communicated to the London SCB and to LSCBs through the London SCB representative.

## **The London Safeguarding Children Board will:-**

Designate a representative (and substitute) who will sit on the SMB and act as liaison with all LSCBs to ensure that there are effective lines of interaction. The representative's role is to:

- a) represent the views of the London SCB and LSCBs at the SMB meetings;
- b) communicate any relevant issues back to LSCB Business Managers or Chairs;
- c) liaise as required, in relation to any new guidance or training that should be developed in light of serious case reviews or Government publications for either the Safeguarding Children Boards or the SMB;
- d) escalate any strategic issues identified by either LSCBs or the SMB.

## **Local Operational Management Arrangements**

### **Introduction**

The protocol agreed by London MAPPA Strategic Management Board (SMB) and the London SCB provides a high-level framework to guide borough-based arrangements designed to enhance co-operation and communication between safeguarding children and MAPPA structures.

The authority for the development of such appropriate links comes from the National MAPPA Guidance 2012 (v4), which states:

- The SMB should ensure that MAPPA has effective links with local multi-agency forums in its area which facilitate a joint approach to addressing common public protection issues
- It is recommended that the Responsible Authority (RA) develops written protocols to identify how MAPPA will work and exchange information with, for example, Local Safeguarding Children Boards.

Agencies working with children and their families should have an understanding of the functions of both MAPPA and the Local Safeguarding Children Board. Good communication, co-operation, close liaison and effective information sharing between these groups are essential.

### **The Local Safeguarding Children Board (LSCB)**

The Local Safeguarding Children Board (LSCB) is the key statutory mechanism for agreeing how the relevant agencies in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Local Authorities and statutory LSCB partners have a statutory obligation to establish and support the operation of the LSCB

LSCBs will not usually be operational bodies or ones that deliver services to children and their families. However, an LSCB may take on an operational and delivery role within its various functions (as set out in the London Child Protection Procedures, 4<sup>th</sup> edition, Chapter 18)

## **Benefits of co-operation\***

Co-operation with MAPPA at a borough level enables Duty to Co-operate (DtC) agencies to share information lawfully and to make defensible decisions, in concert with others, which are in line with their statutory duties relating to the management of high risk offenders and protection of the public.

The duty is reciprocal. It also requires the RA to co-operate with the DtC agencies in assessing and managing the risks posed by MAPPA offenders. For example, in exercising the duty to co-operate with MAPPA, a DtC agency is well placed to argue for additional resources and/or services to be made available in order to support the implementation of those decisions.

In each London borough, the RA has appointed a MAPPA administrator to act as the single point of contact. This provides DtC agencies with easy access to information, guidance and advice in all matters pertinent to MAPPA.

[\*Extract from: London MAPPA – DtC Memorandum of Understanding June 2011]

## **The local MAPPA will:-**

- Seek to ensure the effectiveness of its work by achieving the relevant NOMS key performance indicators (KPIs), namely:
  - 100% attendance by Youth Offending Teams and Children's Services at Level 2 and 3 MAPP meetings where the offender is aged under 18 years. (KPI 4)
  - 90% attendance by each invited DtC agency, at an appropriate level of seniority, at each Level 2 and 3 MAPP meeting. (KPI 6)
- Share statistical data with the LSCB on those MAPPA offenders posing a risk to children and provide annual updates with trend analysis. (See Appendix.1)
- Disseminate the learning from any MAPPA Serious Case Reviews (SCRs) where there are safeguarding children issues, in order to promote a culture of continuous learning and improvement beyond borough boundaries.
- Ensure that, wherever possible, duplication of SCRs is minimised by identifying whether a local SCB SCR is taking place and that, where a discretionary MAPPA SCR has been agreed, the local SCB is informed and invited to provide input, where relevant.
- Ensure that, when a local MAPPA SCR has been agreed, timescales are considered and agreed with the relevant SCB where there may be two separate SCRs taking place.
- Provide local SCB agencies with access to MAPPA-related training and opportunities to develop further joint approaches.

## **The LSCB will:-**

- Provide a formal link between the LSCB and the local MAPPA, to enable the MAPPA to refer issues to the LSCB for its advice and comment and to enable the LSCB to receive, at least once a year, a formal performance report from the MAPPA to ensure LSCB scrutiny.
- Collaborate with the local MAPPA in ensuring the required level of attendance by relevant agencies, namely:
  - 100% attendance by the Youth Offending Team and Children's Services at Level 2 and 3 MAPP meetings where the offender is aged under 18 years.
  - 90% attendance by each invited safeguarding DtC agency, at an appropriate level of seniority, at each Level 2 and 3 MAPP meeting.
- Share information, including relevant statistical data, in compliance with the above Memorandum of Understanding between MAPPA and DtC agencies.
- Liaise, as necessary, in relation to any training initiatives prompted by lessons to learn from SCRs, child homicide reviews, new MAPPA or safeguarding guidance and changes in legislation.
- Contribute to the content and presentation of the Annual MAPPA Report to the full London SCB, where relevant.

## **Review**

This protocol will be reviewed by the London MAPPA SMB and London SCB within 12 months of being formally adopted. The review will take into account any legislative changes, any changes in MAPPA guidance or documentation as well as key performance information from both MAPPA and LSCBs. Thereafter, a review will be undertaken biennially unless there are significant legislative or guidance changes that require adoption and/or key performance information that indicate that an earlier review is necessary.

**Signatories:**

**MAPPA Chair**

**LSCB Chair**

**Date**

**Contact:**

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MAPPA-LSCB Protocol Template. March 2013.

**MAPPA data return for (Name of Borough ..... ) LSCB**

To be provided annually by ACO (MAPPA chair) to LSCB.

**PLEASE NOTE:**

- **No personalised information should be included in this return.**
- **\* The data may not be complete in respect of cases managed only by the Metropolitan Police (MAPPA Category 1, Level 1).**
- **This report may include sensitive data. All paper copies must be returned to the MAPPA Chair.**

1. How many MAPPA registered offenders are managed in the Borough:

Level 1 – \_\_\_\_\_

Level 2 – \_\_\_\_\_

Level 3 – \_\_\_\_\_

How many of the Level 1 offenders are case managed by:

London Probation Trust - \_\_\_\_\_

Police - \_\_\_\_\_

Children Social Services - \_\_\_\_\_

YOS - \_\_\_\_\_

Other - \_\_\_\_\_

2. How many of the MAPPA registered offenders are under 18 years:

Level 1 - \_\_\_\_\_

Level 2 - \_\_\_\_\_

Level 3 - \_\_\_\_\_

Are there any other Risk Management Panel arrangements in place for the under 18 year MAPPA eligible offenders, within the Borough? COMMENTS/CONCERNS:

\_\_\_\_\_

3. \* How many of the MAPPA registered offenders committed offences in which the primary victim was a child (victim aged under 18)?

Level 1 – \_\_\_\_\_

Level 2 – \_\_\_\_\_

Level 3 – \_\_\_\_\_

4. How many of the MAPPA registered offenders, are TACT offenders?

Level 1 - \_\_\_\_\_

Level 2 - \_\_\_\_\_

Level 3 - \_\_\_\_\_

COMMENTS/CONCERNS:

\_\_\_\_\_

5. \* How many of the MAPPA registered offenders have parental responsibilities?

Level 1 – \_\_\_\_\_

Level 2 – \_\_\_\_\_

Level 3 – \_\_\_\_\_

Are there robust processes to manage the risk to children with regard to these offenders? COMMENTS/CONCERNS:

\_\_\_\_\_

\_\_\_\_\_

6. How many of the MAPPA registered offenders have domestic violence or partner abuse, as an identified concern?

Level 1 – \_\_\_\_\_

Level 2 – \_\_\_\_\_

Level 3 – \_\_\_\_\_

Are there robust processes to manage the risk to children with regard to these offenders? COMMENTS/CONCERNS:

\_\_\_\_\_

7. How many of the MAPPA registered offenders pose a risk of harm to children?

Low Medium High V/High

Level 1 - \_\_\_\_\_

Level 2 – \_\_\_\_\_

Level 3 – \_\_\_\_\_

8. Can you confirm that appropriate Risk Management Plans are in place for all Level 2 and 3 MAPPA registered offenders and that these are discussed, actions implemented and reviewed at MAPPA meetings?

\_\_\_\_\_

9. Attendance and involvement of the Duty to Cooperate Agencies:

London Probation Trust with specific focus on Safeguarding Children:

Police:

Local Authority: - Social Care Services (Children and Adults):

- Youth Offending Teams:

- Education:

PCT and other Care Trusts:

Are they represented and do they attend and participate in the MAPPA process and are there any operational issues that might affect the Safeguarding of Children?

COMMENTS/CONCERNS:

\_\_\_\_\_

10. How many Serious Case Reviews (SCR) involving MAPPA Registered Offenders have been completed in the Borough and if any, what learning can be taken forward regarding Safeguarding Children?

\_\_\_\_\_

11. Any learning points from MAPPA SCR's in other areas that will benefit this Safeguarding Children Board to review/implement? (MAPPA SMB to provide information)

\_\_\_\_\_

Signed by (LDU ACO, MAPPA Chair): \_\_\_\_\_

Borough: \_\_\_\_\_

Date: \_\_\_\_\_