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Inspectorate of  
Probation

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# **A joint thematic inspection of Multi-Agency Public Protection Arrangements**

## **Twenty years on, is MAPPA achieving its objectives?**

15 July 2022

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**Twenty years on, is MAPPA  
achieving its objectives?**

**Today's speakers  
will present on the  
following aspects  
of the report:**





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## Context

- Twenty years of MAPPA
- Last inspected in 2015 (follow up to 2011)
- 54% of the prison population are identified as MAPPA eligible
- Police, probation and prisons form the 'Responsible Authority' to deliver MAPPA arrangements in local areas



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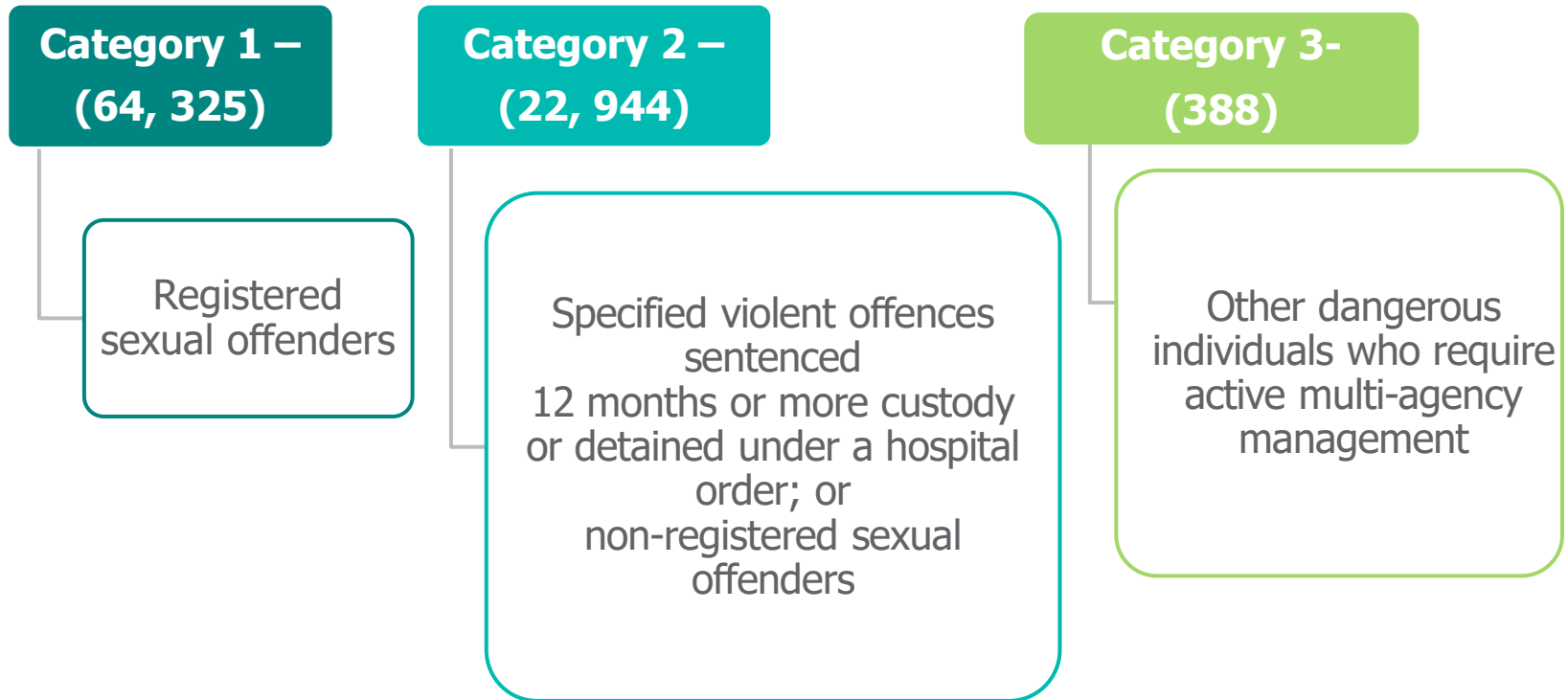
### **Twenty years on, is MAPPA achieving its objectives?**

A joint thematic inspection of Multi-Agency Public Protection  
Arrangements  
July 2022



# MAPPA Categories

Total MAPPA population **87,657**

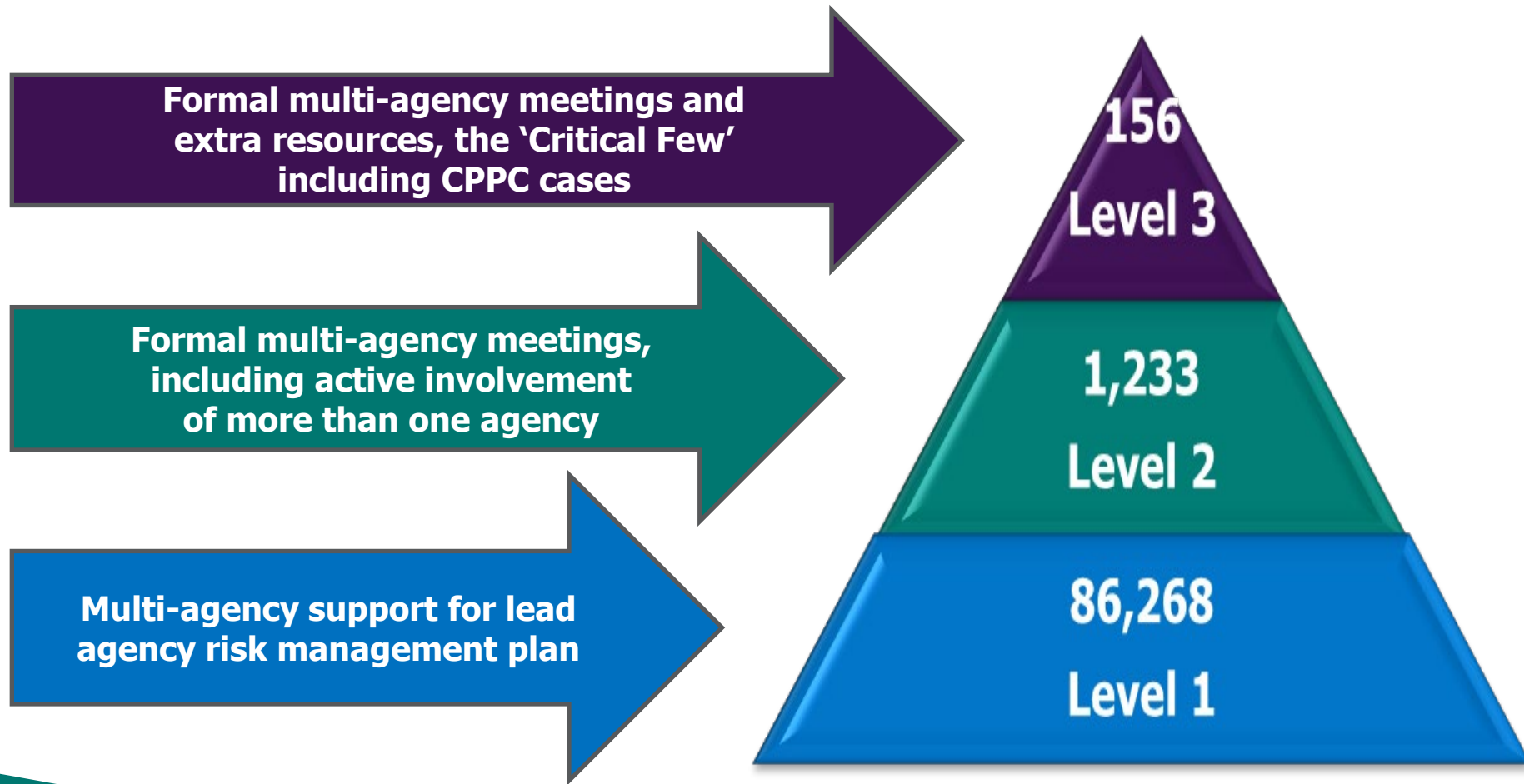




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## MAPPA Levels

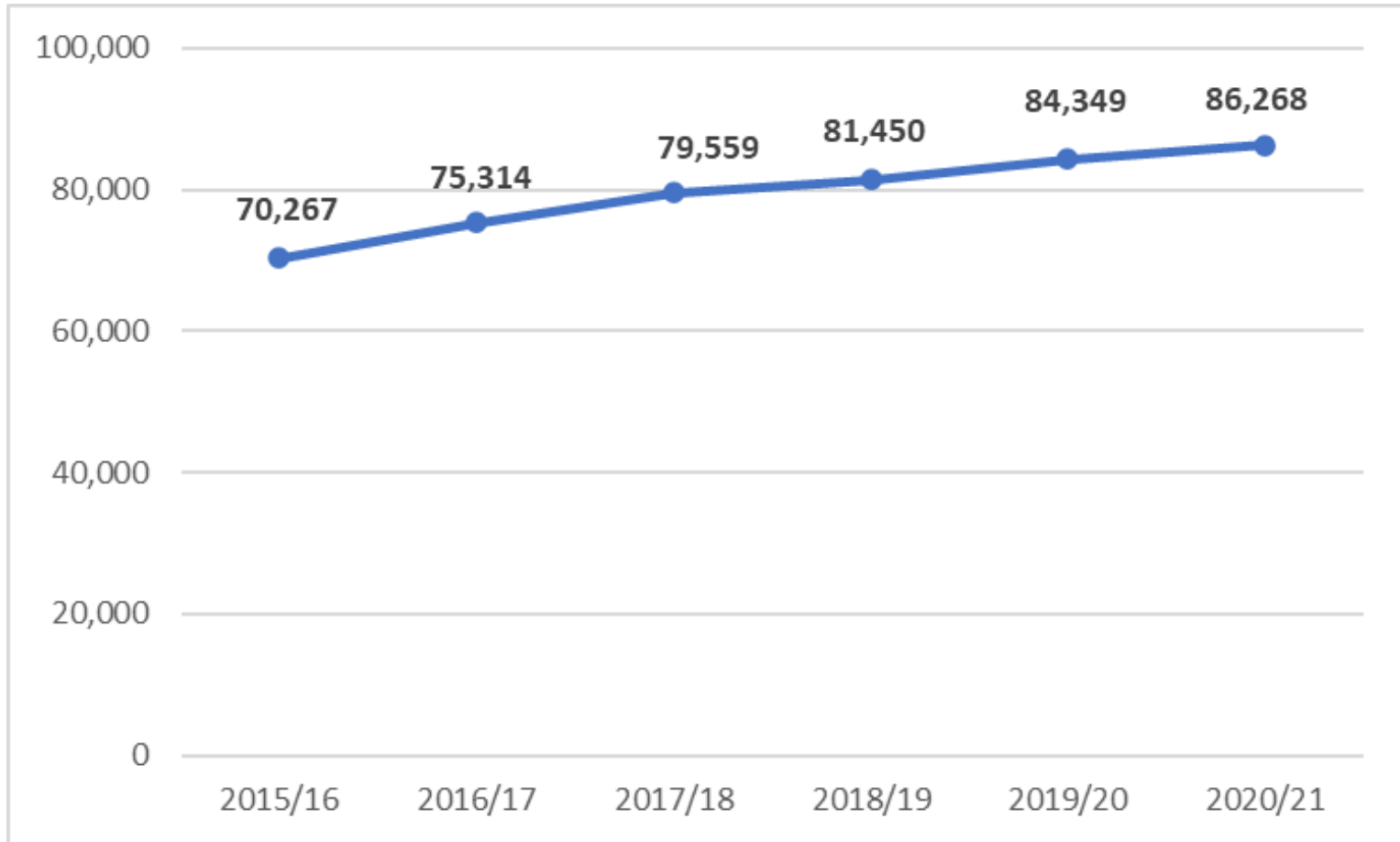
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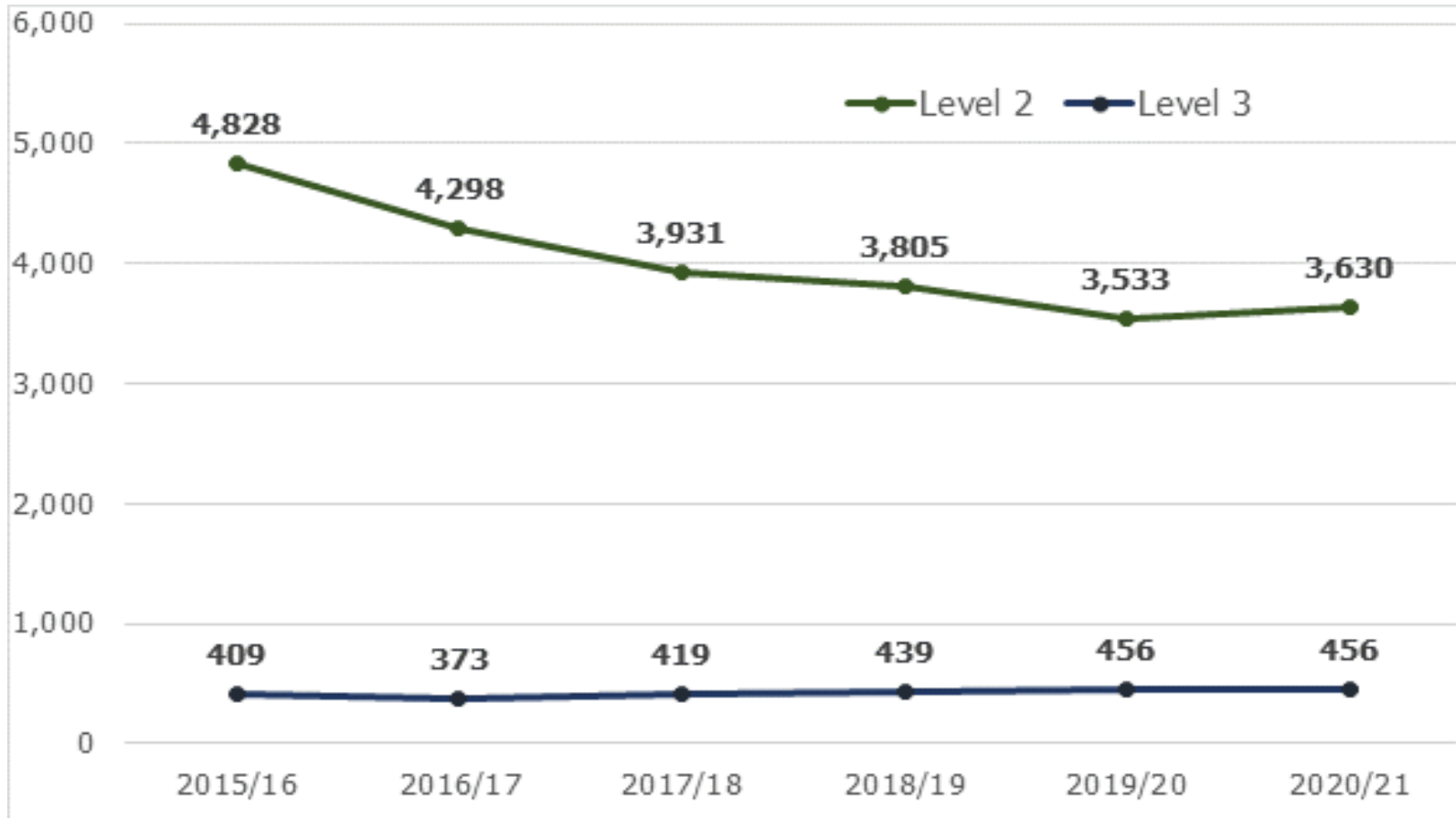
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## Numbers at Level 1





## Numbers at MAPPA Levels 2 and 3

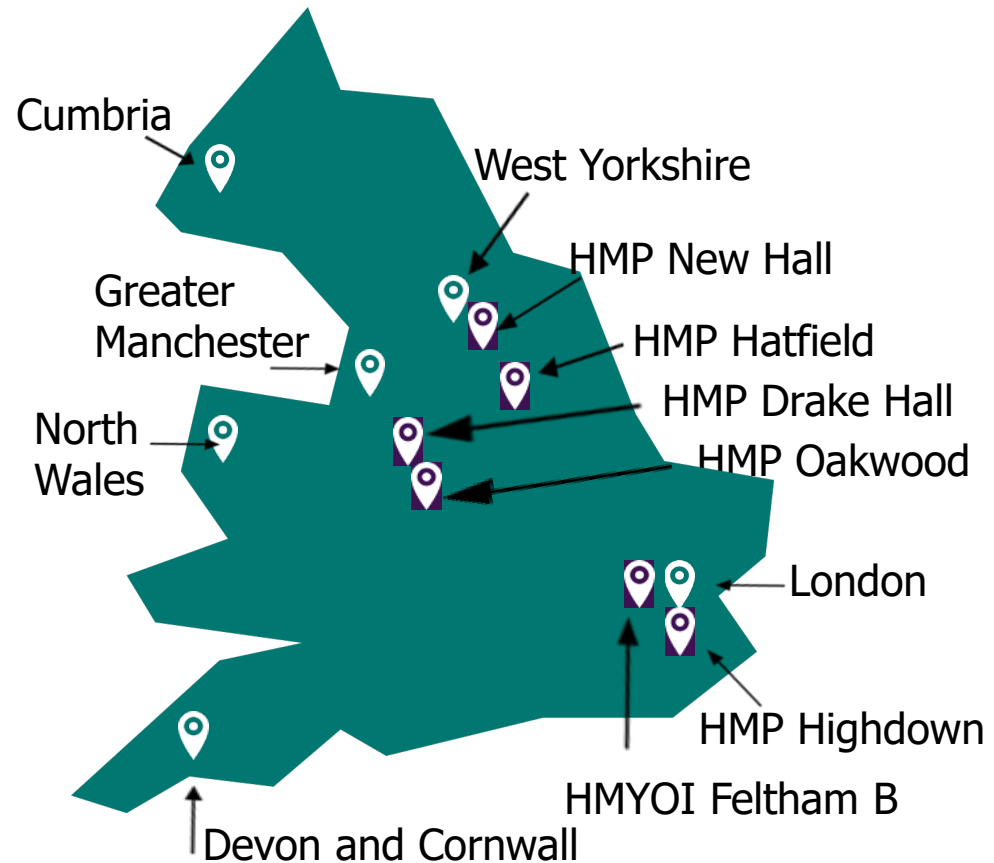






# Methodology

- **6 MAPPA areas** and **6 prisons**
- **106 probation cases** inspected, **67 probation practitioners** interviewed
- **48 prisoner records** reviewed and **37** interviewed
- **41 people on probation** subject to MAPPA interviewed
- **Focus groups: stakeholders, staff and leaders**
- **Meetings: national MAPPA team** and **policy leads**





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# Policy, Strategy and Leadership



Leadership from RANSG and National MAPPA team for HMPPS and NPCC lead for policing

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MAPPA website and communities of practices are accessible and valued

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More could be done to promote best practice and shine a light on inconsistencies

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MAPPA resources vary hugely

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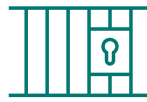


SMBs would benefit from better management information

## Policy, Strategy and Leadership



Lack of awareness of MAPPA  
outside of specialist teams  
in prisons and police forces



Training doesn't fully equip  
all those involved in MAPPA  
to carry out their roles

Not all MAPPA L2 and L3  
individuals have a named  
police offender manager



Embedding MAPPA into  
the culture of probation  
PDUs is key



# Delivery of MAPPA at Level 1



*“[I] tend to forget they are MAPPA; less emphasis is given to these cases.”*



In prisons: MAPPA and ROTL processes are not aligned. Pre release assessments are not always completed.



Reviewing focused sufficiently on keeping people safe in **49%** of cases.



Level 1 does not always have meaning, and only enhanced the management of RoSH in **32%** of cases.



**22%** of Level 1 cases should have been managed at a higher level.



The nature and level of contact of was sufficient to support plans in only **53%** of cases.



The 'added value' of Level 2 and 3 is not universally understood. Police rarely escalate cases to Level 2 and 3.



# Delivery of MAPPA Level 2/3



Level 2 and 3 were better managed, but room for improvement in identifying **all** risks posed by an individual in some cases



Standing panels for MAPPA provide detailed and specialist advice to support case progression



Duty to Cooperate agencies generally engage well, some gaps children and adult social care, health and housing



The 'Four Pillars' approach provides a clear focus on risk management



Category 3 is underused and not well understood



MAPPA meetings do not always ask for the views of the individual



Of 40 high harm domestic abuse perpetrators (identified in the HMICFRS VAWG report), only three were being managed under MAPPA



## Systems that support MAPPA



ViSOR is not used as intended, other than by the police.



Prison public protection measures are not used well enough to inform risk management Monitoring prisoner communications could be very effective but was used inconsistently.

### *Case Study:*

*A high risk prisoner serving a term for domestic abuse. There was evidence to suggest that his previous partner had been contacted by him from custody and he had made threats to harm her.*

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*He was not placed on monitoring when he first arrived, and, because of staffing issues, there was a month-long backlog in the calls waiting to be monitored. During this time, he had contacted a new partner a total of 475 times in one month, and on one day had called her 43 times.*

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*The content of the telephone calls was concerning; he regularly made threats to harm her and demonstrated controlling behaviour. Delays in identification of these risks and subsequent sharing of this information placed victims in the community at risk of harm.*



## Recommendations

Improved quality assurance and audit,  
with central analysis to support the  
consistency of MAPPA delivery

All staff involved in  
MAPPA to be fully  
equipped for their  
roles

**We have made 13  
recommendations  
which in summary  
call for:**

A review of  
resources available  
for MAPPA work

All MAPPA cases to have a record in a  
shared database which is accessed and  
updated by prisons, probation and  
police to ensure appropriate sharing of  
risk information

Improvements in  
the quality of  
management of  
Level 1 cases



## Penal Reform Solutions

Dr Sarah Lewis has researched and worked closely within prison and probation environments since 2004 and has a wealth of rehabilitative knowledge, with a particular focus on therapeutic correctional relationships.

## **Introducing the new PRS service user report:**







# Methodology

## Participants

- 41 participants were interviewed (85% male; 73% 'White British')

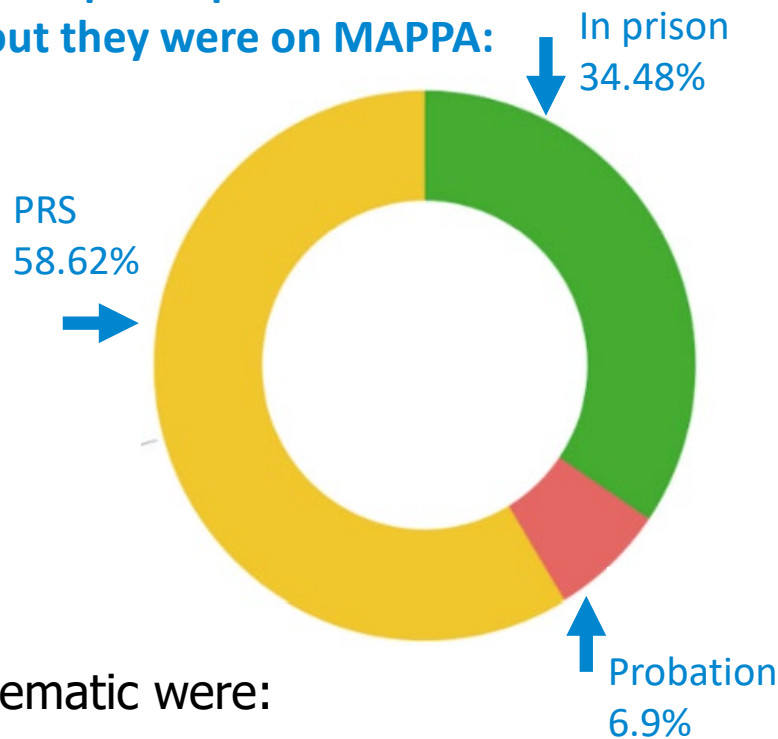
## Approach

- A Creative Project was used to increase engagement and capture experiences in a different way.

## Focus

- The three key research questions of the thematic were:
  1. How do people on probation understand the MAPPA process?
  2. How do people on probation experience the MAPPA process?
  3. What impact, if any, did MAPPA have on the lives of those on probation, including their rehabilitation?

How participants found out they were on MAPPA:





## Themes

### **The need for greater communication...**

“It gives opportunities to those who generally won’t get support but want to change their lives.” *Taylor*

“They were more interested in waiting for me to slip up than helping me stay on the straight and narrow.” *Charlie*

**...and support.**



## Themes

### **The need for greater control, purpose...**

“How is it right that all these people can make decisions on my life without talking to me or letting me attend these meetings?” *Emmanuel*

“110% helped me with my mental health, they opened doors that were never open before... I can’t explain how proud I am of my probation officer. People comment on how well I am now.” *Nancy*

**...and meaning.**



# Suggestions

Raise awareness through education for those subject to MAPPA and affected others (e.g., partners, landlords, employers).

More effective, better communication, which is accessible communication in a variety of formats.

Check understanding to reduce uncertainty, informing people they are on MAPPA, irrespective of the Level.

Explaining the process, expectations and benefits of MAPPA would build legitimacy and help people access the support they need.

Involving people on MAPPA more in the process to enhance responsibility and promote inclusion.

To focus on relationships, consistency and trust-building, in order to magnify the potential of MAPPA. Deliver with humanity.



Penal Reform Solutions



**Dr Sarah Lewis – Penal Reform Solutions**

**Access the report and podcast at:**  
**[www.penalreformsolutions.com/](http://www.penalreformsolutions.com/)**

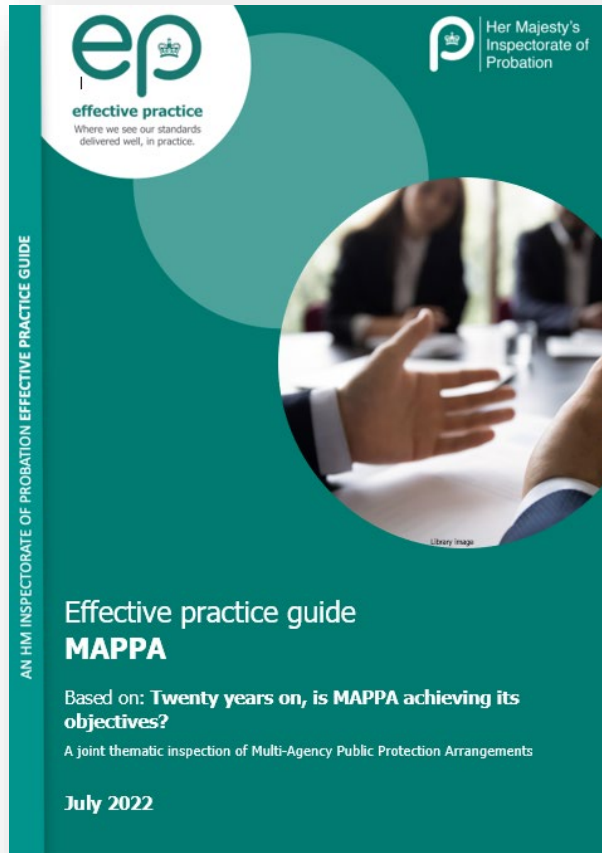
**[Click here for the podcast](#)**

**Get in touch:**  
**[info@penalreformsolutions.com](mailto:info@penalreformsolutions.com)**



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# Effective practice guide



## Guide contents:

- Introduction
- Background
- Our standards: what we looked for and our expectations
- Learning from people on probation: PRS
- Leadership, strategy and policy
- Delivering effective case supervision to keep people safe.
- Conclusion
- Further reading and resources
- References





## Effective **MAPPA leadership, strategy and policy** require:



A clear vision for translating the national framework into the local arrangements



A culture that encourages reflective discussion, professional curiosity and multi-agency information-sharing that is open to challenge



Efficient processes to refer and screen cases to Level 2 and 3



An accurate understanding of the profile of those on MAPPA in the area and the implications for resources and partnerships



Mechanisms in place to gain assurance that cases are assigned to the right MAPPA level following a thorough assessment of the risks and needs in the case



Ensuring that all relevant staff are familiar with MAPPA criteria and processes



# **Delivering effective case supervision** to keep people safe requires:



Robust reviewing processes informed by information from all relevant agencies and partners



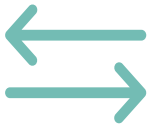
Managing the right cases at the right level



Active pre-release work to create solid release plans



Appropriate focus on MAPPA Level 1 cases



Careful management of transfer of MAPPA cases



Professional curiosity and the confidence to challenge other professionals and escalate issues when necessary





## Next Steps:

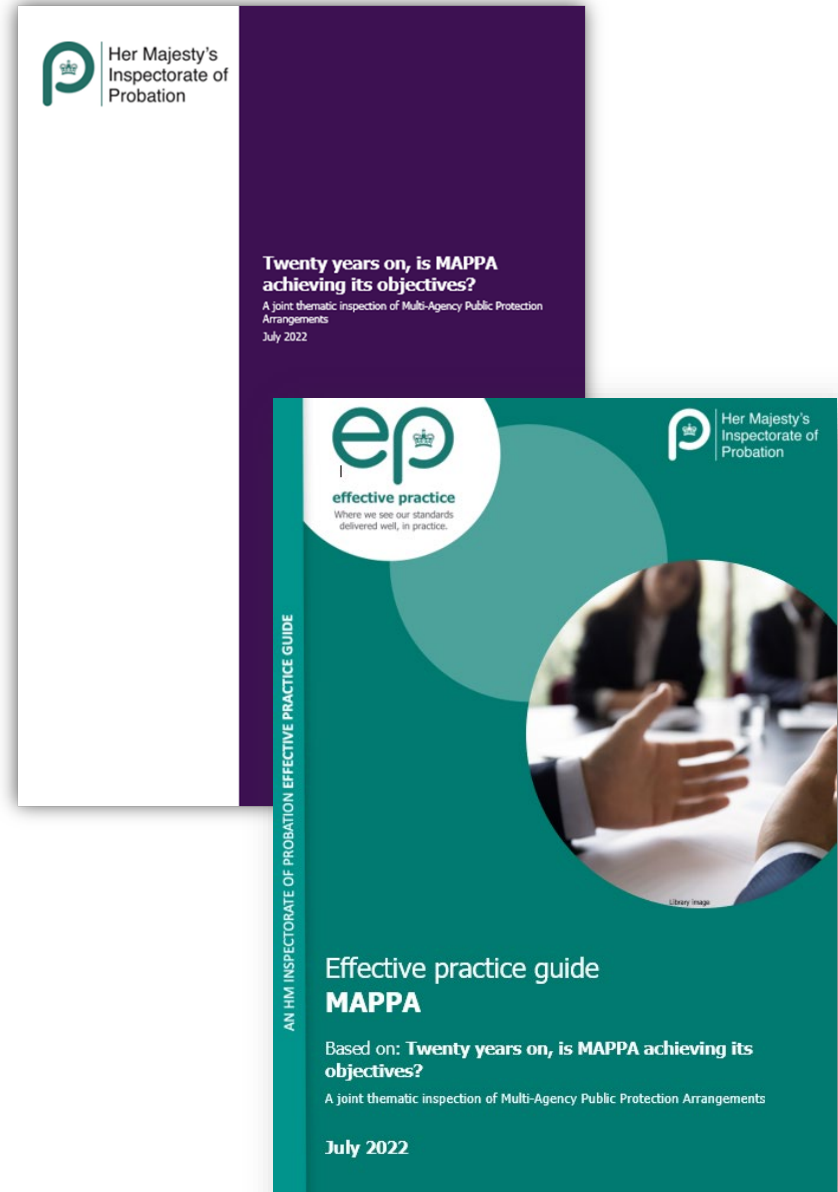
### Links to reports and supporting documents:

The thematic report 'Twenty year on, is MAPPA achieving its objectives?' and the accompanying Penal Reform Solutions report are available on HM Inspectorate of Probation's website.

Read HM Inspectorate of Probation's '**Effective practice guide MAPPA**' including:

- Key takeaways guide
- Case studies

<https://www.justiceinspectorates.gov.uk/hmiprobation/inspections/mappa-thematic/>



A photograph of a diverse audience in a lecture hall or classroom. Several people have their hands raised, indicating they want to ask a question or participate. In the background, a vertical banner with colorful text is visible. The word "QUESTIONS?" is overlaid in large, bold, white capital letters across the center of the image.

**QUESTIONS?**