



Her Majesty's
Inspectorate of
Probation

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:**

- 01 **Background to the inspection**
- 02 **Methodology**
- 03 **Findings**
- 04 **Recommendations**
- 05 **Penal Reform Solutions**
- 06 **Effective Practice**



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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MAPPA Categories

Total MAPPA population **87,657**

Category 1 –
(64, 325)

Registered
sexual offenders

Category 2 –
(22, 944)

Specified violent offences
sentenced
12 months or more custody
or detained under a hospital
order; or
non-registered sexual
offenders

Category 3-
(388)

Other dangerous
individuals who require
active multi-agency
management

MAPPA Levels

Total MAPPA population **87,657**

Formal multi-agency meetings and extra resources, the 'Critical Few' including CPPC cases

Formal multi-agency meetings, including active involvement of more than one agency

Multi-agency support for lead agency risk management plan

156

Level 3

1,233

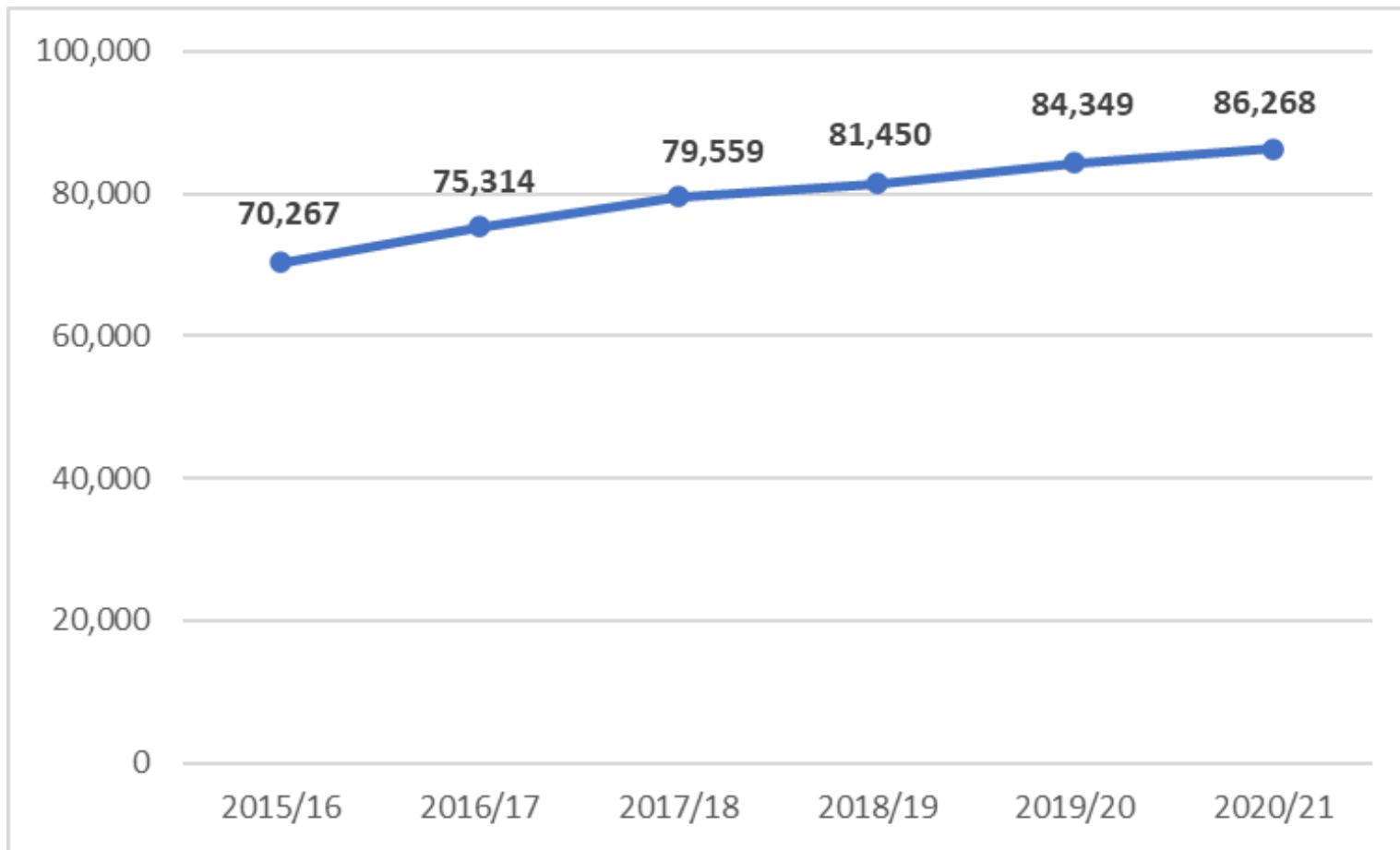
Level 2

86,268

Level 1

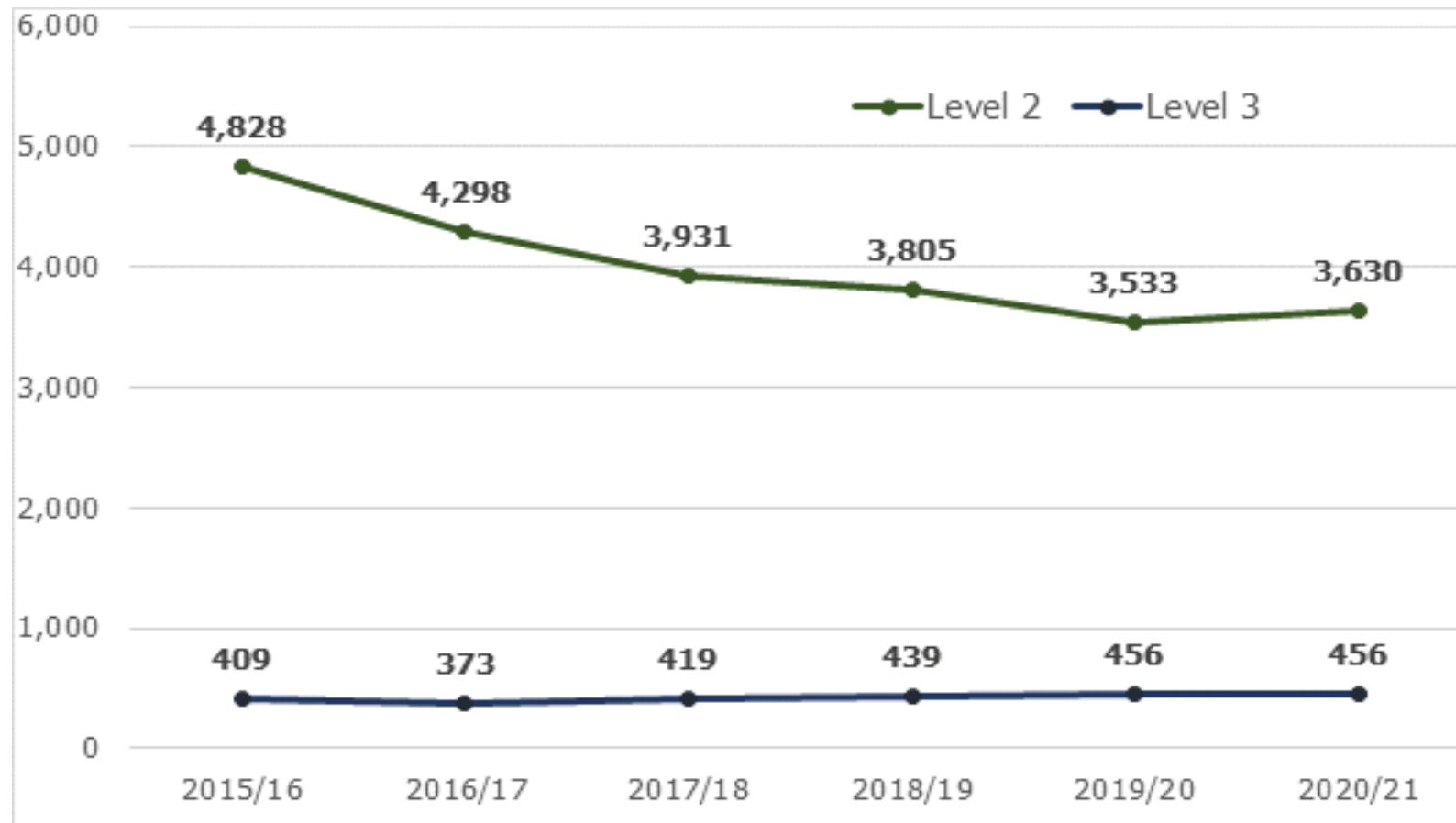


Numbers at Level 1





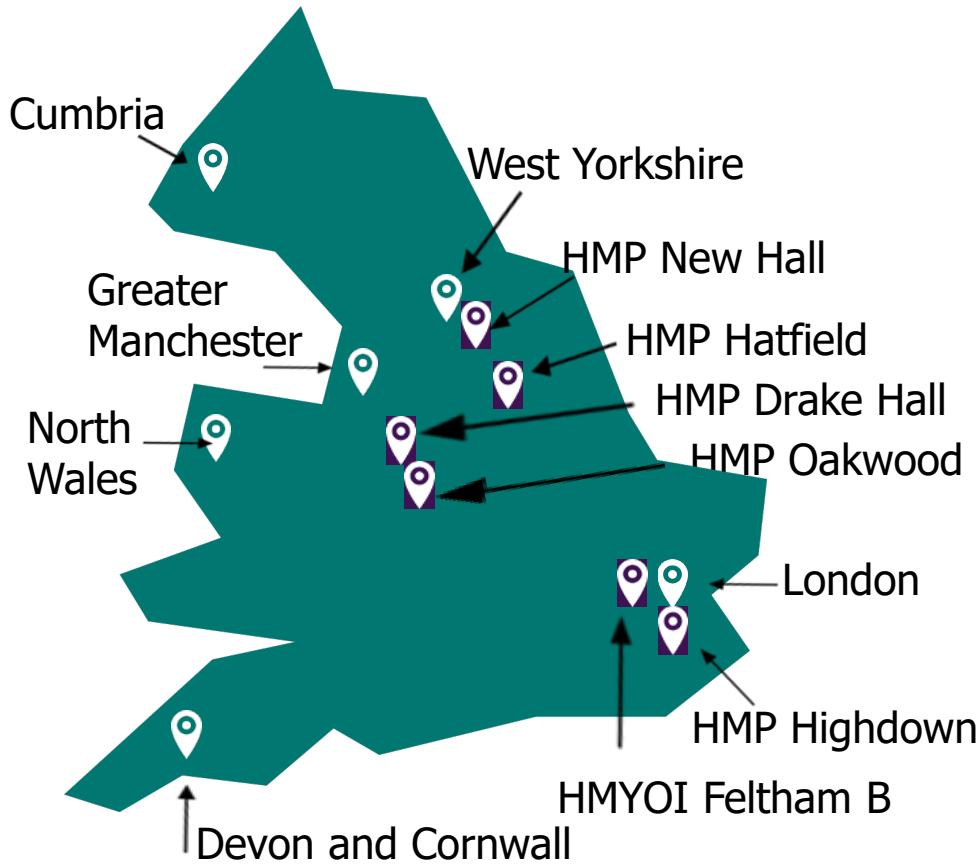
Numbers at MAPPA Levels 2 and 3





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**



Policy, Strategy and Leadership



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



MAPPA website and communities of practices are accessible and valued



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

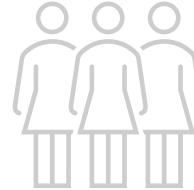


MAPPA resources vary hugely



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.



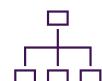
Level 1 does not always have meaning, and only enhanced the management of RoSH in **32%** of cases.



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



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



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



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

3

Category 3 is underused and not well understood



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



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



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



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.

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.

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

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

We have made 13 recommendations which in summary call for:

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

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

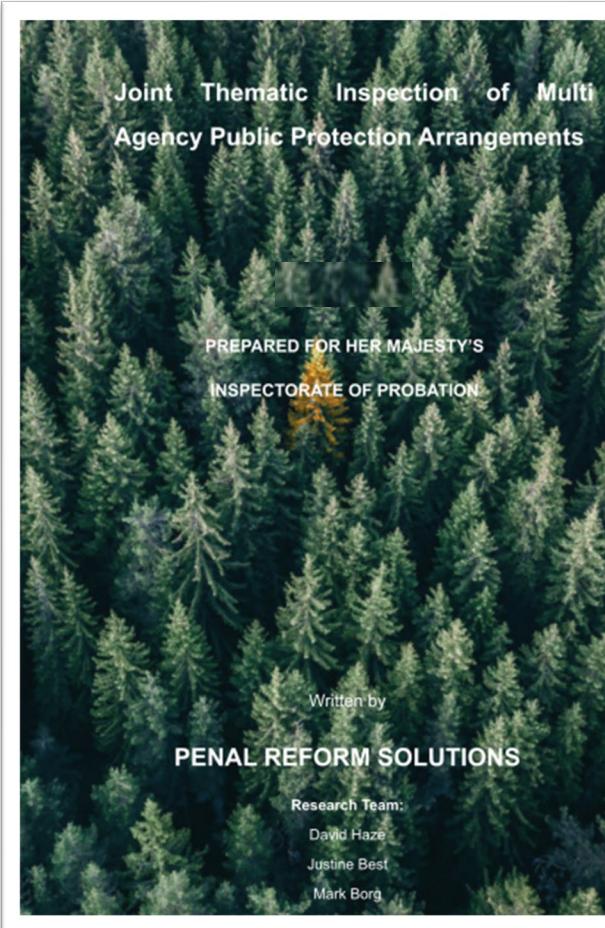
Improvements in the quality of management of Level 1 cases



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

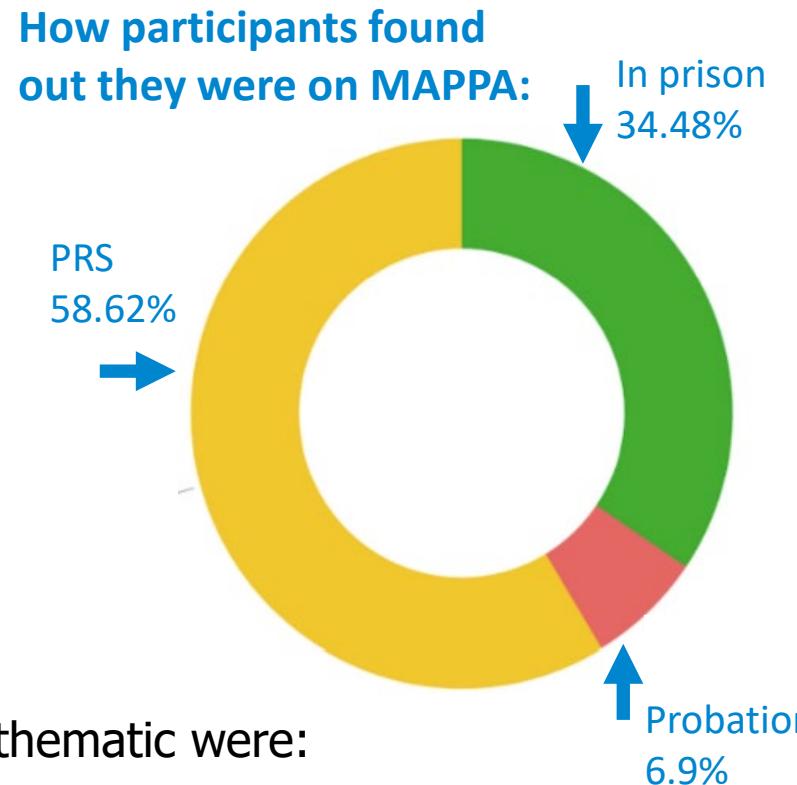
- 41 participants were interviewed (85% male; 73% 'White British')

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?





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).

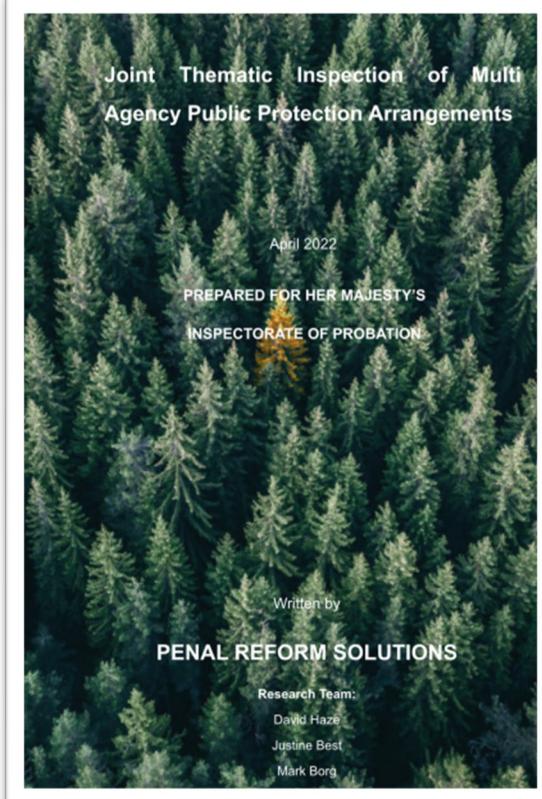
More effective, better communication, which is accessible communication in a variety of formats.

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.



Dr Sarah Lewis – Penal Reform Solutions

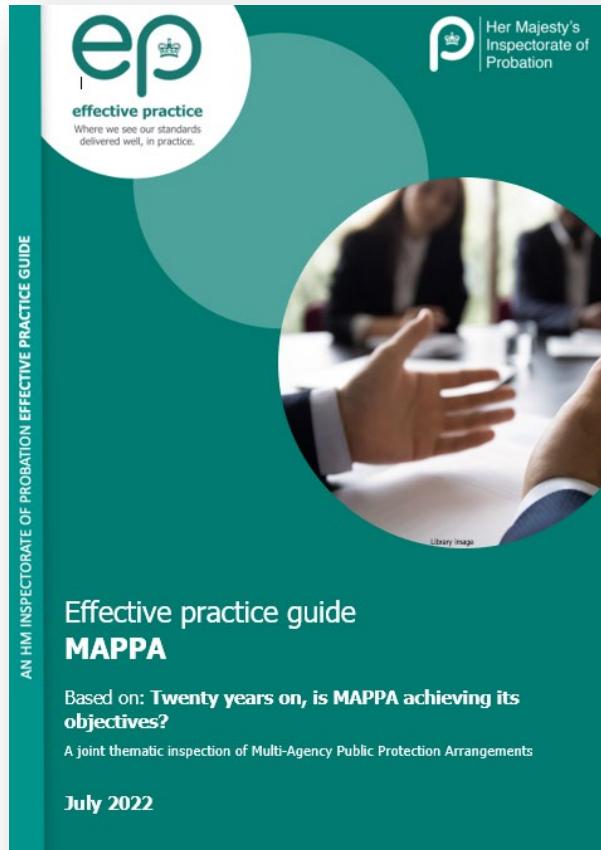
**Access the report and podcast at:
www.penalreformsolutions.com/**

Click here for the podcast

**Get in touch:
info@penalreformsolutions.com**



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



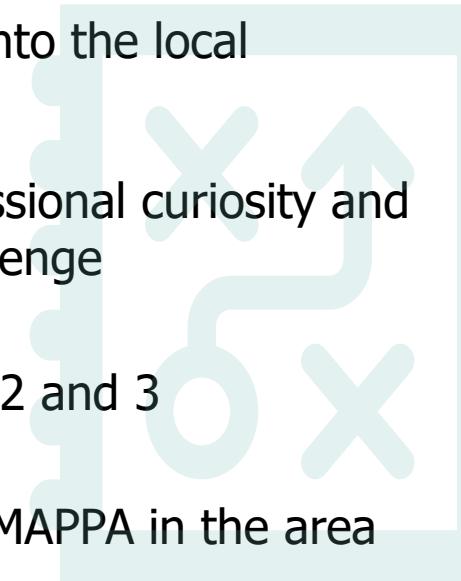
An accurate understanding of the profile of those on MAPPA in the area and the implications for resources and partnerships



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/>



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effective practice

Where we see our standards delivered well, in practice.



Effective practice guide MAPPA

Based on: Twenty years on, is MAPPA achieving its objectives?

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QUESTIONS?