



MAPPA – THE FIRST FIVE YEARS:

A National Overview of the Multi-Agency Public Protection Arrangements 2001 - 2006

Introduction

It is now just over 5 years since the implementation of the Criminal Justice and Courts' Services Act 2000 that led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA. As the national strategic body overseeing the implementation and development of these arrangements it is important for us to review the progress made, to identify the challenges ahead and set out the national plans for improvement. It is also an opportunity for the first time to provide a national commentary on the MAPPA annual statistics and to explain what they are telling us about the growth and complexity of these arrangements.

Much has been achieved in terms of enhancing public safety in the last 5 years and the arrangements are rightly described as world leading. Yet we are acutely conscious that a number of serious case reviews and other reports published this year indicate there is still much to do to ensure that the arrangements are fit for purpose and apply consistently across England and Wales. Unless those operating these arrangements ensure that all reasonable action is taken to reduce the harm caused by sexual and violent offenders they will have failed. While we recognise that it is never possible to eliminate risk entirely the public are entitled to expect the authorities to do their job properly. Making our communities safer and reducing re-offending is our highest priority and one of the greatest challenges facing the agencies and staff involved.

Over the last year all agencies responsible for establishing, maintaining or contributing to these public protection arrangements have been extremely busy: the probation service, the prison service, the police service who form the Responsible Authority in each area, plus the range of agencies who have a duty to co-operate in these arrangements and include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

In addition to the agencies, each area has this year benefited from the input of lay advisers. These are people recruited locally but appointed by the Secretary of State to offer key support to the strategic management of the MAPPA process. Their role is essentially to ask often fundamental questions of senior practitioners and bring a community perspective to a process that could otherwise lose sight of its main function: to protect members of the public from serious harm. Together, all of those inputting to MAPPA have ensured that more high risk sexual and violent offenders have been identified and proactively managed this year than ever before.

The National MAPPA Statistics

As the scale and complexity of MAPPA has increased so the analysis of the annual report statistics has become more important in understanding local and national developments in these arrangements. The national analysis offered below, based upon reports from the areas, highlights a number of important trends, particularly in respect of the volume of referrals for multi-agency management at Level 2 and Level 3 (MAPPP), and the outcomes of that management. The individual area MAPPA annual reports are published elsewhere on this web-page and should be consulted for detailed local commentary.

MAPPA Offenders

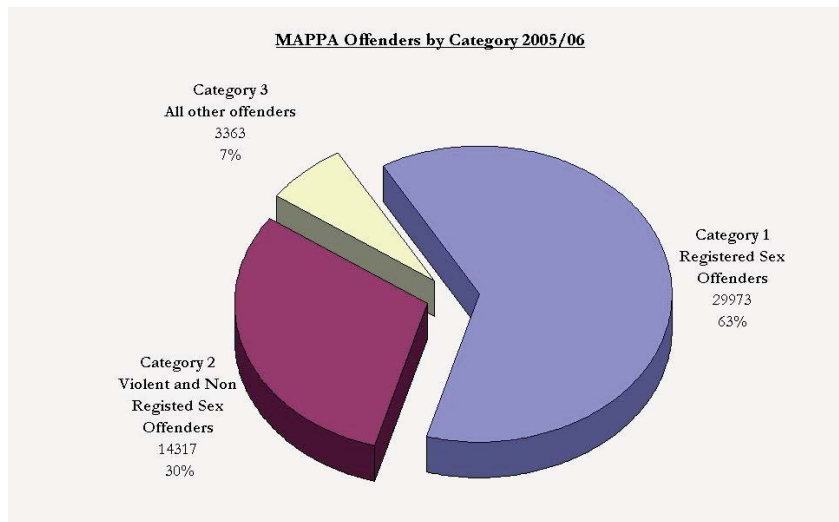
The number of offenders in the community that come within the remit of MAPPA increased this year, as anticipated, although the rate of that increase has slowed from last year (13% to 7%) - see Table 1. A number of factors may have contributed to this slow down. Firstly, the increase of registered sex offenders (RSOs) is much less than in previous years at just over 3%; secondly, fewer offenders than expected have been referred into MAPPA under Category 3. (These are those offenders who are neither registered sex offenders nor currently supervised by the probation service/ youth offending team but do have a history of physical or sexual violence and are considered by the Responsible Authority to pose a current risk of serious harm to the public.) The reasons for these variations from expectation are unclear but the RSO variation may in part be due to a number of areas last year (2004/5) incorporating offenders who were still in prison and to refinements areas have continued to make to referral procedures and the management of risk thresholds. Registered Sex Offenders continue to form by far the largest category – see Chart 1.

Table.1 Total number of MAPPA Offenders in the Community by Category (% Change)

Category	2002/03	2003/04	2004/05	2005/06
1. Registered Sex Offenders (RSO)	21513	24572 14.22%	28994 18%	29973 3.38%
2. Violent Offenders and other sex offenders	29594	12754* -56.9%	12662 -0.72%	14317 13.07%
3. Other offenders	1802	2166 20.2%	2936 35.55%	3363 14.54%
Totals	52909	39492 -25.36%	44592 12.91%	47653 6.86%

** In 2003/4 the criteria for Violent offenders (Category 2) changed to exclude those offenders held in custody.*

Chart. 1 Total number of MAPPA Offenders in the Community 2005/6



Registered Sex Offenders

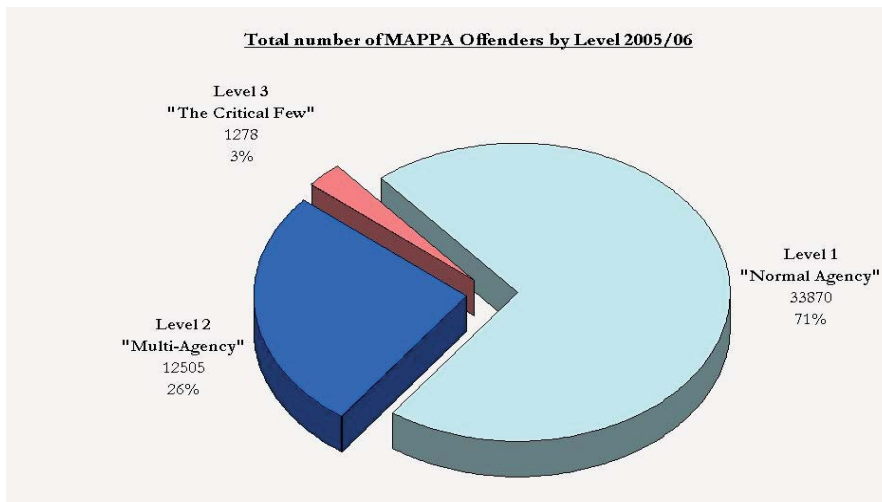
For the first time this year the MAPPA annual reports include a breakdown of the total RSO population for the basic policing units within each area (see individual area reports). This, together with the density of RSOs per 100,000 of the population, which ranges from 36/100,000 to 81/100,000 across the 42 Areas of England and Wales, illustrates the variable distribution of RSOs within the community. There are no obvious or simple explanations for the distribution of RSOs, which in any case is barely significant statistically.

MAPPA management levels

It is important to remember that the majority of offenders within MAPPA do not pose a significant risk of serious harm to the public and can therefore be properly managed through the normal supervision arrangements provided by the probation service, youth offending teams and by police sex offender registration. This is described as level 1 management and accounts for about 71% of the MAPPA population. However, for offenders whose risk of serious harm is high or complex and requires active management by more than one agency, referral to Level 2 or Level 3 (MAPPP) meetings is vital. A case will generally only qualify for level 3 management where the intervention of senior agency representatives is required to effect the risk management plan with the authority to release or prioritise exceptional resources. Chart 2 shows the breakdown of management levels this year.

Chart 2

MAPPA Offenders by Management Level



This is the second year in which both Level 2 and Level 3 (MAPPP) data has been available and Tables 2 and 3 illustrate the number of offenders now subject to collaborative/ multi-agency risk management (29% of the MAPPA total). For each of these 13,783 offenders agencies will be required to meet on a number of occasions and to progress actions that reduce the likelihood of re-offending. The tables also provide a fuller picture of the commitment and resources being provided by the Responsible Authority and other partner agencies within MAPPA. The Level 3 MAPPP, the highest level of risk management, continues to focus on the most complex offenders, sometimes referred to as the 'critical few', and involves senior managers within each area.

The use of Level 3 MAPPP has been refined over the last 3 years as part of a concerted effort to ensure that resources are focused where they can be most effective in enhancing public protection. This year they have been employed in under 3% of the total MAPPA caseload. At the same time, Level 2 risk management meetings, which are locally based, have increased in number (12,505) and become the engine room for MAPPA. Whilst there is an element of focus on level 3, all Areas have recognized the necessity of ensuring adequate management and administrative support for Level 2; and this is reflected in Business Plans.

Table 2. Breakdown of Level 2 and Level 3 MAPPA Offenders for 2005/6

Category of Offender	Level 2 (% of MAPPA Total)	Level 3 (% of MAPPA total)	Total per Category (% of MAPPA Total)
1. Registered Sex Offenders (RSO)	6014 12.62%	580 1.22%	6594 13.84%
2. Violent offenders and other sex offenders	4280 8.98%	506 1.06%	4786 10.04%
3. Other offenders	2211 4.64%	192 0.4%	2403 5.04%
Total per Level	12505 26.24%	1278 2.68%	13783 28.92%

Table 3. Offenders referred to Levels 2 and 3 - Comparison with last year (% Change)

Category of MAPPA Offender	Level 2		Level 3	
	2004/05	2005/06	2004/05	2005/06
1. Registered Sex Offenders (RSO)	5381	6014 11.76%	626	580 -7.35%
2. Violent offenders and other sex offenders	3615	4280 18.39%	547	506 -7.49%
3. Other Offenders	2292	2211 -3.53%	305	192 -37.05%
Total:	11288	12505 10.78%	1478	1278 -13.53%

Interventions and Outcomes

Information about the scale and categories of offender is complemented by information on direct interventions and outcomes for this MAPPA managed group (ie those under Levels 2 and 3). These measures deal with breaches of licence and court order, with sex offender registration requirements and related court orders, and with further offending – see tables 4 and 5.

The headline figure is, no doubt, that reflecting the number of offenders who, while managed at levels 2 or 3, are charged with a serious sexual or violent offence. Compared with 2004/5, this year saw a reduction in the number of serious further offences in this population from 79 (0.6%) to 61 (0.44%) cases this year. And the biggest impact was where you would want and expect it – with the more intensively managed Level 3 cases. On the face of it the figures are encouraging but they should be treated with caution for 2 reasons. Firstly, we have only collected the data for 2 years; secondly, with such small numbers any change can trigger a wholly disproportionate, misleading percentage variation. What is apparent, however, is that the figure is low and whilst any serious re-offending is a matter of great concern, such a low serious re-offending rate for this particular group of offenders

is to be welcomed and supports the view that MAPPA is making a real contribution to the management of dangerousness in communities.

The data relating to breach of licence and court orders is positive as this reflects an increase in action taken in level 2 and 3 cases prior to them having opportunity to commit serious further harm; ie to recall offenders to prison. A similarly encouraging picture emerges from a reading of the data on various sex offender provisions – see table 5. Action taken to enforce the sex offender registration requirements through caution and conviction increased by 30% from last year and affected 1295 offenders, 4.3% of the total registered in the community. There was also considerable use made of the range of new civil orders available under the Sex Offences Act 2003 (sexual offences prevention orders, notification orders, foreign travel orders). In total 973 orders have been granted this year an increase of 446.

Table 4. Outcome measures: Level 2 and Level 3 activity for 2005/6 (% Change)

Category of MAPPA Offender	Level 2		Level 3		Total of Level 2 & 3	
	2004/05	2005/06	2004/05	2005/06	2004/05	2005/06
1. Breach of License	1084	1321 21.86%	222	219 -1.35%	1306	1540 17.92%
2. Breach of Orders	55	82 49.09%	18	22 22.22%	73	104 42.47%
3. Charged with SFO	47	50 6.38%	32	11 -65.63%	79	61 -22.78%

Table 5. Outcome measures: RSO arrests and Sex Offences Act Civil Orders 2004/5 and 2005/6 (% Change)

RSO Enforcement	Number of Offenders (04/05)	Number of Offenders (05/06)
1. Registered sex offenders (RSO's) charged/cautioned	993	1295 30.41%

Sex offences Act Orders	Number of Orders (04/05)	Number of Orders (05/06)
2. Sexual offences prevention orders (SOPOs) granted	503	933 85.49%
3. Notification Orders (NOs) granted	22	39 77.27%
4. Foreign Travel Orders (FTOs) granted	1	1 0%
Total Number of Orders	526	973 84.98%

A Year of Challenges

The raw data provided in the national statistics is helpful but necessarily quantitative. In order to get a better feel for the quality of MAPPA business it is necessary to work with other forms of analysis and, during the course of this year, a number of inspection reports and a small number of management reviews of specific cases have been published which have both detailed shortcomings in practice and highlighted many positive developments in public protection practice.

It is essential that the product of these, and future, reviews and reports shape the development of MAPPA through central guidance and local practice and it is instructive to set out the lessons learned this year.

[Strengthening Multi-Agency Public Protection Arrangements \(Published in October 2005 and available on www.homeoffice.gov.uk/rds/pubsintro1.html\)](http://www.homeoffice.gov.uk/rds/pubsintro1.html)

This research was undertaken by De Montfort University and found evidence of greater effectiveness and efficiency across MAPPA teams in England and Wales, compared to an earlier review of public protection arrangements, which had been conducted before the MAPPA legislation was introduced in 2001. It found that areas were meeting the MAPPA Guidance specification to a large extent.

It also found that the arrangements had been strengthened by the inclusion of the Prison Service within the Responsible Authority and by the designation of a number of duty-to-co-operate agencies (a consequence of the Criminal Justice Act 2003). The MAPPA process facilitated effective contributions by agencies so that representatives could make operational decisions and develop risk management plans.

The report made a number of recommendations for policy and practice development which are being taken forward through the revision of the MAPPA Guidance and the MAPPA business planning process.

[Managing Sex Offenders in the Community \(A joint thematic inspection by Her Majesty's Inspectorates of Probation and Police published in November 2005 and available on http://inspectrates.homeoffice.gov.uk/hmiprobation\)](http://inspectrates.homeoffice.gov.uk/hmiprobation)

This inspection found that there was greater focus by police and probation on improving the assessment and management of high risk sex offenders which offered the prospect of improved performance. However it noted a number of deficiencies in relation to MAPPA case management records; police home visits for registered sex offenders and training for both police and probation staff on assessment and management of risk of harm.

These deficiencies have been addressed through the National Offender Management Service Risk of Harm Improvement strategy and the development and imminent publication of the Police Public Protection Manual.

[An Independent Review of a Serious Further Offence case: Damien Hanson and Elliot White published in February 2006 and available on http://inspectrates.homeoffice.gov.uk/hmiprobation\)](http://inspectrates.homeoffice.gov.uk/hmiprobation)

This was a report by Her Majesty's Chief Inspector of Probation into the murder of John Monckton and attempted murder of his wife Homeyra in November 2004 by two men under the supervision of the London Probation Area. The report identified overall failures and some specific deficiencies in the way the two cases were managed.

Although neither offender was referred to MAPPA Damien Hanson, who was assessed as presenting a high risk of serious harm, should have been. Importantly the report has established a number of principles against which future case management within MAPPA and the National Probation Service will be judged. Key amongst these is that the public is entitled to expect that the authorities will do their job properly i.e. to take all reasonable action to keep risk to a minimum.

In response to this report, an action plan was issued to the National Probation Services to ensure delivery of effective implementation of the report's five 'key' recommendations and 31 practice recommendations.

An Independent Review of a Serious Further Offence case: Anthony Rice published in May 2006 and available on <http://inspectorates.homeoffice.gov.uk/hmiprobation>)

This report was completed following the murder of Naomi Bryant in August 2005. The independent review was requested by the Responsible Authority for MAPPA in Hampshire who were concerned by a number of issues that had contributed to the risk management failure.

The report details principal findings and recommendations for a range of agencies within and outside MAPPA. Each of which is being taken forward. Importantly it revealed the failure to manage the offender's risk of harm to the public was not due to any single act of negligence or deficiency. Rather it was a cumulative failure of processes and actions throughout his sentence supervision, both in prison and in the community. This is an essential point to grasp and reinforces the importance of having an integrated offender management system from start to end of sentence with clear and consistent practice between the three core MAPPA agencies, prisons, probation and police.

The key recommendation for MAPPA was about maintaining a better balance between human rights of offenders and protecting the public, and using existing MAPPA guidance properly. Work is already underway to revise and strengthen national guidance and improve MAPPA's foundations by way of the national and Area MAPPA business plans.

Joint Police/Probation/Prisons Thematic Inspection Report: Putting Risk of Harm Into Context – published in September 2006 and available on <http://inspectorates.homeoffice.gov.uk/hmiprobation>

This report found that much had been achieved, including that planned interventions were generally effective in containing offending behaviour. There were also many areas for improvement and the report makes recommendations for the more consistent use of MAPPA and sharing of MAPPA good practice, improved risk of harm assessments and sentence planning and greater victim awareness.

It is important to note that the fieldwork to support the inspection concluded in the autumn of 2005, prior to the launch of the Risk of Harm Improvement Action plan and other actions

referred to in this overview. Nevertheless, the report has been welcomed and will be considered in further detail by the National Offender Management Service (NOMS) Risk of Harm Improvement Board as well as the Responsible Authority National Steering Group (RANSNG).

Actions to develop MAPPA

Effecting change to these public protection arrangements requires concerted action from a range of agencies and key stakeholders. MAPPA is not an agency but a set of national arrangements that requires each contributor to ensure that their own agency's practice is fit for purpose and that the manner of their collaboration is effective in assessing and managing the risk posed by sexual and violent offenders.

It is important to note that MAPPA has benefited significantly this year from the work undertaken by individual agencies; work that has a direct bearing on how dangerous offenders are assessed and managed. This includes the OASys Quality Assurance Programme implemented from July 2005; implementation of the offender management model from April 2006; the launch of the NOMS Risk of harm Guidance and Training resource pack June 2006; and the planned roll-out of the Police Public Protection Manual.

MAPPA will increasingly benefit from the expansion of ViSOR (the Violent and Sex Offenders Register). ViSOR is an integral part of plans to strengthen public protection through improved risk assessment and management and will provide electronic support for MAPPA allowing efficient data sharing between Police, Probation and Prisons. The police have been using ViSOR since April 2005 and the system will be implemented into the prison and the probation service during 2006/7. For the first time the Responsible Authorities will be working together on the same I.T system to Reduce Re-offending.

The National MAPPA Business Plan

As the national coordinating body for the Responsible Authority, the RANSNG, is tasked with exercising oversight of MAPPA and ensuring its continued development. To help meet these aims the RANSNG published, in November 2005, a three year National MAPPA Business Plan 2005-8. The plan identifies four broad areas of MAPPA where significant and consistent improvement is necessary. These include the following;

MAPPA Development Strategy

- Achieve dedicated MAPPA coordination and administration capacity in all areas during 2006/7 (underway)
- Develop RANSNG to include national representation of Duty to cooperate agencies (achieved)
- Revise and publish MAPPA Guidance (by April 2007 – see existing Guidance at: <http://www.probation.homeoffice.gov.uk/output/page30.asp>)

Monitoring and Evaluation

- Areas to implement a MAPPA Business Plan for 2006/7 (achieved – see area annual reports)
- Development of multi-agency public protection performance indicators (underway)
- Improve the recording and collation of data (underway)

- Develop guidance for a serious case review process (planned for consultation later this year)

Communication and Strategic Partnerships

- The publication of the MAPPA Annual report (achieved)
- Development of the annual report to improve public understanding and engagement (ongoing)
- National MAPPA conference (achieved – November 2005)
- Develop a national communication strategy (issued in June, but Child Sex Offender Review may add further impetus)

Training

- Delivery of lay adviser national training (delivered but also developing so far)
- National coordinators conference (delivered – May 2006)
- Collate core training material (underway)
- Areas to implement a training strategy for new practitioners, new members of the strategic management board and for coordinators and administrators (underway)

Areas have been asked to produce annual reports on this model and local business plans are attached to area annual reports for the first time. Future reports will record the progress that has been achieved.

Conclusion

The introduction of MAPPA enables agencies to work more closely than ever before to exchange information and manage offenders collaboratively, ensuring that potentially dangerous offenders are being properly risk assessed and robustly managed in the community.

Effective management of high-risk offenders, as a discipline, is still relatively in its infancy. There is continuous development and the standards and good practice of tomorrow are likely to be different from today's, achieved through experience and research. The challenge therefore is not only to match current practice with what we know, but also to respond rapidly to new learning.

The Inspectorate helpfully suggests that what they are describing can be better understood as the identification of stages on a journey rather than a destination reached. Since their introduction in 2001, the 42 MAPPAs covering England and Wales have travelled a great distance in a short time to establish the new arrangements. The vital public protection work of MAPPA is undertaken by skilled and committed staff and everyone engaged in the arrangements acknowledges the need for constant vigilance and improvement. The journey is not easy, but communities are safer because, as this report demonstrates, the Responsible Authorities are travelling together in the right direction.

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On behalf of the Responsible Authority National Steering Group