



**WEST MERCIA**  
**CONSTABULARY**  
TOGETHER - WORKING FOR SAFETY AND JUSTICE

# West Mercia

## Multi-Agency Public Protection Arrangements

### Annual Report 2003/04



NATIONAL PROBATION SERVICE  
for England and Wales

*West Mercia*

# **CONTENTS**

<b>Section 1 – Introduction .....</b>	<b>3</b>
<b>Section 2 – Key Achievements .....</b>	<b>4-5</b>
A : Review of Arrangements	
B : Appointment of MAPPA Co-ordinator	
C : Working Together to Protect Children and Other Vulnerable Groups	
<b>Section 3 – How the MAPPA Operate Locally.....</b>	<b>6-10</b>
A : Assessing Risk	
B : Multi-Agency Work	
<b>Section 4 – MAPPA Annual Reports Statistical Information .....</b>	<b>11-12</b>
<b>Section 5 – Strategic Management Board.....</b>	<b>13</b>
<b>Section 6 : Contributions from Staff Working in Multi-Agency Public Protection Arrangements.....</b>	<b>14-20</b>
Prisons	
Probation	
Social Services Department – Adult Protection	
Social Services Department – Child Protection	
Youth Offending Team	
Mental Health	
<b>Contacts .....</b>	<b>21</b>

## SECTION 1 - INTRODUCTION

During the course of the last year, the West Mercia (Herefordshire, Worcestershire & Shropshire) Multi-Agency Public Protection Arrangements (MAPPA) have made a significant contribution to the safe management of those "critical few" offenders, who pose the greatest risk of harm in our communities. This work has been undertaken against a background of co-operative working over a number of years between criminal justice and other lead agencies, in order to protect the public.

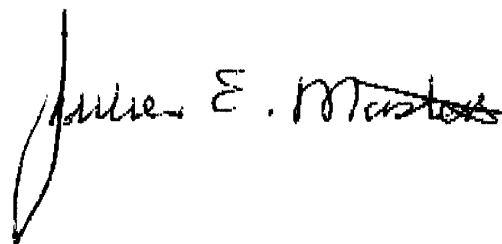
In the course of the last twelve months, those arrangements have taken a step forward as new legislative requirements and national guidance came into effect, giving greater direction as to what structures local areas needed to have in place in order to ensure that effective multi-agency public protection arrangements were operating.

Within West Mercia, a number of developments have occurred including a review of existing provision in anticipation of the legislation and guidance, the appointment of a MAPPA co-ordinator, improved training and communication between agencies and the continued commitment to co-operative working. These have all helped ensure that not only have we met the requirements placed upon us, but we have improved provision by creating greater clarity and consistency in the way that the MAPP arrangements operate across a very diverse and complex organisational area.

The following report provides some insight into the work and achievement of the MAPPA in West Mercia over the course of the last year. Whilst we feel progress has been made, we recognise that there is no scope for complacency in an area as complex and sensitive as the management of high risk offenders and we will continue to strive for improvement and to meet the new challenges ahead of us which will come with the implementation of the Criminal Justice Bill 2003.

Handwritten signature of Ian Arundale in black ink, followed by the text "Ian Arundale" in a simple font.

Ian Arundale  
Assistant Chief Constable  
West Mercia Constabulary

Handwritten signature of Julie E. Masters in black ink, followed by the text "Julie E. Masters" in a simple font.

Julie E Masters  
Assistant Chief Officer  
West Mercia Probation Area

## **SECTION 2 – KEY ACHIEVEMENTS**

### **A : Review of Arrangements**

Multi-agency public protection arrangements (MAPPA) have been operating within West Mercia for some years, although not previously called under that title. The last formal review of these arrangements took place in 1999. In view of the increased legislative background to multi-agency public protection arrangements and anticipated guidance on future expectations from central government, it was decided that a further review would be of benefit in helping the area move towards the new requirements being placed upon it.

The review took place late in 2002 and concluded that, whilst there was a strong commitment to multi-agency working, more consistency was required across the area in accessing and managing those people who presented a high risk of causing serious harm to the public.

In response to the findings of the review, the main agencies involved in the multi-agency public protection arrangements agreed new procedures for working together across West Mercia and agreed that they should be implemented from May 2003 by all agencies. The new arrangements anticipated the central guidance which was published soon after their implementation and ensured that West Mercia complies with legislative requirements in working together to help protect the public from dangerous offenders.

### **B : Appointment of MAPPA Co-ordinator**

The West Mercia MAPPA Strategic Management Board (SMB), secured agreement to the funding of a co-ordinator post from April 2003. This role is employed by the SMB and amongst the key tasks the postholder is required to:

1. Support the implementation of the newly agreed MAPPA arrangements.
2. Develop consistency in the operation of multi-agency public protection arrangements across West Mercia.
3. Chair all MAPPA meetings within West Mercia which deal with the “critical few” who represent the greatest risk to the community.
4. Undertake appropriate monitoring of MAPPA and provide regular reports to the Board on the effectiveness of the arrangements.
5. Increase knowledge and understanding of the MAPPA arrangements by operational staff within relevant agencies.
6. Act as a point of liaison and as a consultant for agency staff wishing to discuss referral of cases to the MAPPA.

Following its first year of operation, the co-ordinator role has proven to be a valuable one, providing consistency and oversight for the MAPPA process across West Mercia, and keeping the SMB fully informed of developments. Also of particular benefit through the year has been the role of the co-ordinator in providing briefings to staff and training events.

As noted by Pete Clark, the current co-ordinator-

**“Initially, as the Co-ordinator, I was involved in devising and delivering 3 multi-agency briefings across the area. These took place in May and June '03. There was representation from a wide range of organisations at each of the events. A standard set of documents for MAPPA was introduced at these events, where comments and improvements were invited. The new documentation and the guidance for its use were adopted from 1<sup>st</sup> July '03. This was an important step in achieving a better level of consistency. I have chaired all MAPPPs (Multi-Agency Public Protection Panels) since 1<sup>st</sup> July '03, and this also helps with consistency. These are the meetings that deal with the “critical few” cases that represent the greatest risk to the community.**

**There has been a continued commitment from my role as co-ordinator to briefing managers and staff from a range of agencies about the new arrangements. They find out how their work benefits from the system and at the same time they are encouraged to make an important contribution to public protection. It is very clear that agencies working together, taking responsibility for their own particular part of the work, but helping to knit together the efforts of all those contributing, is much more effective than isolated efforts. The scale of briefings has ranged from nearly 100 people at a full day training event to much smaller groups of managers and specialist staff”.**

### **C : Working Together to Protect Children and Other Vulnerable People**

The links between public protection work and child and adult protection are important. The primary focus of social services and other participating agencies is often the people who are vulnerable, and the first task is to secure safeguards that protect them. The staff involved in this can be greatly assisted by an exchange of information with those criminal justice agencies, - police, probation, prisons, - who are dealing primarily with the people in our communities most likely to commit offences against vulnerable individuals. It works both ways: the criminal justice agencies benefit from up-to-date information about those who may be vulnerable and the other agencies gain the support of others in putting in place plans to protect them.



Children are often thought of first as individuals who require protection in our society. However, elderly and other potentially vulnerable adults also need to be considered. Each of the five divisional monthly MAPPPs now includes social services managers specialising in adult protection as well as their colleagues from child protection.

In a similar way, mental health services are now represented at each of the divisional MAPPPs, in one division at manager level, and by a CPN (Community Psychiatric Nurse) in the other four. This brings very useful professional advice and a different perspective to the work, as well as providing direct contributions in some cases.

## **SECTION 3 - HOW THE MAPPA OPERATE LOCALLY**

### **A : Assessing Risk**

Police, Probation, Prisons, Social Services Departments, Youth Offending Teams, and a range of other organisations regularly deal with offenders and ex-offenders. They have a responsibility to carry out their work, to the best of their ability, in a way that protects the public.

Most public protection work is carried out by these agencies, using their own organisation's risk assessment methods. In the majority of cases, whilst information and resources from other organisations may be used, the work is within the capability of the single organisation.

### **B : Multi-Agency Work**

It is not easy to predict who will commit further offences, and what these will be; however, there are a number of ways of doing this based on factual evidence that can be used to assess probability, and current circumstances that make offending more or less likely. These techniques are shared in multi-agency work on public protection. Most resources are devoted to the most serious cases.

#### **Most Dangerous**

Locally, and in line with National MAPPA Guidance, the most serious offenders, - those who are considered likely to cause serious harm (Harm which is life-threatening or traumatic and from which recovery can be expected to be difficult or impossible) are dealt with by MAPPPs (Multi-Agency Public Protection Panels). These are also known as "Level Three" meetings. These meetings take place monthly in each police division, and additional ones can be convened if the case cannot wait until the next monthly meeting. The meetings are attended by senior managers of the key agencies, and seek to give proper focus to that small number of most risky cases known as the "critical few". Over the last year the number of cases dealt with in this way has reduced from 326 (in 2002/3) to 74. This reflects better targeting of resources on the "critical few" cases that has been possible with a more consistent approach across the area.

Proper consideration must be given to the most risky cases, and so the numbers are necessarily small. Sometimes the cases have a high public profile, or require resources to be dedicated that could not be made available by more junior members of the agency. Senior management representation is required for these reasons. It is also important that more senior managers play their part in taking responsibility in those cases that are likely to cause most concern. The planning sometimes needs to be long-term and strategic, as in the following examples.

The 2003/4 workload was quite evenly spread between the 5 police divisions.

Hereford:	16 Cases
North Worcs:	15 “
Shrewsbury:	12 “
Telford and Wrekin:	11 “
Worcester:	20 “

In West Mercia in 2003/4 74 cases were subject to the MAPPP

In each case an action plan was agreed; in most cases further Panels – sometimes a series of monthly Panels - reviewed progress on the case, brought up to date the assessment of risk, and made any necessary amendments to the safeguards that had been agreed.

### Less Serious Cases

For a larger number of offenders [133 for the year] who represent a lower, but still significant risk of causing serious harm, a similar system operates. This is locally called the MARC (Multi-Agency Risk Conference), also known as a Level 2 meeting. The staff attending MARCs are more usually at an operational level. These meetings can be called at (sometimes very) short notice. As with the MAPPP, for each case an action plan is devised that is based on the best available risk assessment.

Cases may be dealt with at first in the MAPPP. Later, perhaps after a period of stability and monitoring, someone representing a high risk of re-offending and causing serious harm may be properly re-assessed as less likely to do so and review of the case will be transferred to the MARC or, in some cases, to a single agency to manage. Legal sanctions may expire or be lifted to enable the offender to be trusted to live without injuring others. The reverse, of course, may also be the case.



## CASE STUDY A

A case arose in the last year in which a young man with a history of serious sexual and violent offences was to be released from prison. He had been assessed in prison as having a psychopathic personality disorder, but no suitable treatment was considered to be available. Some of the victims of his offending were elderly women. Arrangements were put in place for hostel accommodation, with strict conditions. In this case probation and probation hostel staff took the lead, but the action plan included important contributions from both police and mental health staff. The case was moved from the MARC (Level Two management) to be dealt with by the MAPPP (Level Three), because even with tight supervision and restrictions, the risk was still considered to be very high. There were particular concerns about his employment arrangements, possible drugs use, and involvement with a young woman who had a small child. Careful checks were made, and a nurse was involved in a MAPPP supplying critical information about the proximity of the subject's employment to potentially vulnerable elderly people. A decision was taken that the employment would have to be terminated because adequate safeguards could not be provided in that context. Before the disclosure to the employer could be made, however, there was an incident causing further concern, and the subject was quickly recalled to prison. He was subsequently charged with two further relatively minor offences. Meanwhile, the case continues to be the subject of careful planning for the next release. This includes close links with the prison, and a re-examination of the options for extended secure accommodation with regard to the personality disorder.

In West Mercia over the year a total of 8 offenders subject to the MAPPP have been recalled to prison.

## Repeat Offenders

Most often, the public go about their business unaware of the histories of those in their communities who have committed offences. Public concerns are most often and most strongly voiced about those who prey on children or other vulnerable members of the community, and who are thought likely to do so again. The most reliable predictor of future behaviour is past behaviour, and so the MAPPA pays most attention to those who have displayed, for whatever reasons, that they have the potential, - and sometimes the intent, to commit further offences.

## CASE STUDY B

A man who had committed sexual offences against children in his own family over a number of years was granted parole, but subject to a satisfactory hostel-based release plan. A return to his home town had been ruled out previously because the probation Victim Liaison Officer had supplied information about the location and views of the victims of the offending. The MAPPP then received information that a young woman from the offender's family with learning difficulties, who was thought to have been a victim of his offending, regularly visited another member of her family in the town where a hostel place had been secured. The views of the social worker involved with the young woman were sought, and it became clear that a chance meeting would be both very likely should the subject be released to the hostel, and traumatic for the young woman, should it occur. The Parole Board were informed, and they agreed to suspend release until an alternative arrangement could be made. Another hostel agreed to take him, and he is currently settled there, and involved in a treatment programme that helps to assess and manage the risks.

A total of 565 Registered Sex Offenders (RSOs) were supervised by police in West Mercia at 31-03-04. 33 RSOs were considered in the MAPPP over the year. In this period 24 RSOs were prosecuted or cautioned for failure to comply with their registration.

## Planning for the Future

The minimum requirements to register and report changes of address are far exceeded by the amount of work the police and other agencies put into efforts to assess and manage these individuals across the area.



## CASE STUDY C

A man with a number of previous offences of sexual assault on boys was living in the community, having successfully completed his period of licence supervision to probation, but still subject to Sex Offender registration requirements. He was living in accommodation supplied by a Housing Association that had helped to place him safely away from the immediate locality of children and young families; his offending was unknown to the local community. His continued management in the MAPPP, however, was felt necessary because when a long-term view was taken it was thought that he was very likely indeed to re-offend. Probation took a very long-term view, and supplied accurate information, along with the police, about the pattern of his offending over a very long period. It was also apparent that whilst he had complied with treatment programmes on several occasions, programme staff were not optimistic about his ability to avoid further offending. Police maintained a friendly link with the subject well beyond the usual registration requirements, checking to see that he was "OK"; the Housing Association and Social Services helped monitor the situation. It became apparent that there were new anxieties when some links the subject had with another individual were explored. A decision was taken to collect evidence to enable an application to be made for a Sex Offender Order, and fresh safeguards were put in place for any vulnerable children in the wider community who may come into contact with the subject. Computer equipment was checked at the subject's address, and he was charged with child pornography offences. Whilst the new offences precluded the possibility of obtaining a Sex Offender Order in the way that was originally planned, on sentence (two years imprisonment) at Crown Court a Restraining Order with specific tight conditions was granted by the Judge. This imposes severe restrictions on the subject's activities, in this case for a period of 20 years, and extends his period of Sex Offender registration for life. Should he breach any of those restrictions, he would face further imprisonment for up to five years. In this case there are now very effective sanctions in place that should significantly reduce the risk that the subject will re-offend in future, causing serious harm to vulnerable children.

## Victim Focus

In all public protection work in West Mercia there is consideration of victims. Sometimes it is possible to predict that a named individual is likely to be targeted in future, and some very specific restrictions can be sought – e.g. not to contact a named individual (or risk a return to prison). At other times it is only possible to predict that certain people in some situations will be at risk, - in which case the restrictions sought may be much broader, - e.g. not to engage in any paid work or leisure activity with children under the age of 16 years.

## Multi-Agency Work and Confidentiality

It is important that information that helps to protect the public is shared. This means that all agencies with a legitimate contribution need to be included. At all levels of West Mercia Public Protection arrangements, invitations are regularly sent to all those organisations that can contribute. Accurate and up-to-date information is obtained in this way. Sometimes the information shared is deemed to be confidential; arrangements are in place to secure the proper sharing of information to protect the public without unnecessary disclosure of personal information.

## **SECTION 4 - MAPPA ANNUAL REPORTS STATISTICAL INFORMATION**

**Required for the reporting period 1st APRIL 2003 - 31st MARCH 2004**

The statistical information you will be required to publish in next year's report will be the same as this year – but simplified in respect of the Category 2 MAPPA offenders. We consulted widely about the simplified Category 2 figure and believe it will be much easier to collate and more meaningful.

		<b>No. of Offenders</b>	
<b>1.</b>	<b><u>Category 1 MAPPA offenders: Registered Sex Offenders (RSOs)</u></b>		
i)	The number of RSOs living in your Area on 31st March 2004.	565	
<i>This is inf. principally held by the police and is a snapshot of RSOs on 31/3/04. It should NOT include RSOs in prison.</i>			
ia)	The number of RSOs per 100'000 head of population. (This figure will be calculated centrally by NPD)	49	
ii)	The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1st April 2003 and 31st March 2004	24	
<i>Only those cautions that have actually taken place and breaches that have been successfully completed during the reporting period should be counted</i>			
iii)	The number of full Sex Offender Orders (a) applied for and (b) imposed by the courts in your Area between 1st April 2003 and 31st March 2004.	(a)	5
		(b)	4
iv)	The number of interim Sex Offender Orders (a) applied for and (b) imposed by the courts in your Area between 1st April 2003 and 31st March 2004.	(a)	2
		(b)	2
<b>2.</b>	<b><u>Category 2: violent offenders and other sexual offenders.</u></b>		
v)	The number of violent and other sexual offenders (as defined by Section 68 (3), (4) and (5) of the Criminal Justice and Court Services Act (2000)) living in your Area between 1st April 2003 and 31st March 2004	295	
<i>You should include in this figure only those Category 2 offenders who are living in your Area during the reporting period. You should NOT include, as previously required, those Category 2 offenders who are still in custody. Care must also be taken NOT to include here any Category 1 offenders.</i>			
<b>3.</b>	<b><u>Category 3: Other offenders</u></b>		
vi)	The number of 'other offenders' (as defined by Section 67 (2)(b) of the Criminal Justice and Court Services Act (2000)) between 1st April 2003 and 31st March 2004.	63	
<i>This figure cannot include any offenders who are included in either the Category 1 or 2 (i.e. (i) and (v) above)</i>			
vii)	The number of Restraining Orders imposed on any MAPPA offenders by the courts in your Area between 1st April 2003 and 31st March 2004.	0	
<i>This figures should only include orders issued under section 5A of the Sex Offender Act 1997(as amended by the Criminal Justice and Court Services Act 2000) and to offenders living in the community</i>			
<b>4.</b>	<b><u>MAPPP cases</u></b>		
(viii)	Identify how many MAPPA offenders in each of the three Categories (i.e. (i)- RSOs, (v)- V&O and (vi)- OO above) have been managed through the MAPPP (level 3) between 1st April 2003 and 31st March 2004.	RSO	33
		V&O	17
		OO	24

<p><i>This figure is the 'critical few'. The criteria for referring a case to the MAPPP are defined in MAPPA Guidance as those in which the offender:</i></p> <ul style="list-style-type: none"> <li><i>is assessed under OASys as being a high or very high risk of causing serious harm; AND</i></li> <li><i>· presents risks that can only be managed by a plan which requires close co-operation at a senior level due to the complexity of the case and/or because of the unusual resource commitments it requires; OR</i></li> <li><i>· although not assessed as a high or very high risk, the case is exceptional because the likelihood of media scrutiny and/or public interest in the management of the case is very high and there is a need to ensure that public confidence in the criminal justice system is sustained.</i></li> </ul>	
<p>ix) Of the cases managed by the MAPPP (i.e. (viii)) between 1st April 2003 and 31st March 2004 how many, whilst still in the MAPPP:</p> <p>Were returned to custody for a breach of licence?</p> <p>Were returned to custody for a breach of a restraining order or sex offender order?</p> <p>Were charged with a serious sexual or violent offence?</p>	<p>8</p> <p>0</p> <p>2</p>
<p><i>For these purposes a serious sexual and violent offence is one of the following (i.e. the same offences as used to trigger reporting in the National Probation Service as a 'serious further offence':</i></p> <ul style="list-style-type: none"> <li><i>q Murder; q Attempted murder; q Arson (where there is an intent to endanger life); q Manslaughter; q Rape;</i></li> <li><i>q Kidnap/abduction or attempted kidnap/abduction.</i></li> <li><i>q Any other very serious violent or very serious sexual offence, armed robbery (defined as robbery involving a firearm), assault with a deadly weapon or hostage taking.</i></li> <li><i>q Any other violent or sexual offence where the offender/ offence is likely to attract significant media interest or which raises wider issues of national interest.</i></li> </ul>	

## **SECTION 5 – STRATEGIC MANAGEMENT BOARD**

Following the requirements of the Criminal Justice and Court Services Act 2002, (JCSA 2002) the creation of the Strategic Management Board (SMB) became a statutory requirement, with the Police and Probation Services being designated as the lead agencies for ensuring effective MAPP arrangements were in place across the area.

The SMB has senior representation from a wide range of key agencies involved in work with offenders and public protection across West Mercia. The Board has evolved from an existing meeting structure focusing upon Potentially Dangerous Offenders and Mentally Disordered Offenders, which was designed to promote co-operative working between agencies. As a result, the SMB has had a good basis upon which to build and to respond to the expectations placed upon it by the CJCSA 2002.

The role of the SMB is to monitor and review the multi-agency public protection arrangements, to ensure consistent and effective contributions by all relevant agencies to the management of cases across the area and that agencies have the knowledge, understanding of processes and the resources in place to support them in this work.



In addition, the SMB is able to review practice on a multi-agency basis, in order to promote learning and improvement, in any cases where it is felt that this is appropriate. In the course of the last year one case has been the subject of formal review which served, in this instance, to confirm that operational staff had acted appropriately whilst also providing some useful learning points for the future.

With senior representation from each agency, there are a number of overlaps with attendance at other key meetings with which the SMB needs to maintain links, namely the Area Criminal Justice Board, Area Child Protection Committees and Community Safety Groups. The work of all these groups is closely linked and it is important that there are effective routes for communication between them.

In the year ahead, the SMB recognises that more work is needed to ensure relevant and consistent representation from all key agencies across the area, a difficult task in view of the complexity of an area covering three counties, and the ever changing structures within the public sector and other organisations. However, the members of the SMB are committed to effective multi-agency working and the prospects are very positive for the future for building upon the good work to date.

## **SECTION 6 - CONTRIBUTIONS FROM STAFF WORKING IN MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS**

### **PRISONS**

With effect from April 2004, the Prison Service becomes part of the statutory framework for the Multi-Agency Public Protection Arrangements; joining the Police and Probation Services as the third party in the 'Responsible Authority'.

The Prison Service contributes to MAPPA at two key levels:

**Strategic Management Board:** the Area Manager in the West Midlands Region has delegated authority within MAPPA to a newly created post of Risk Manager. The West Midlands Area Risk Manager is working as part of the West Mercia MAPPA Strategic Management Board, contributing to the work of the SMB in its monitoring and review of the effectiveness of MAPPA.

**Operational Delivery of MAPPA:** prisons in the region continue to develop their roles as partners in the operation of MAPPA in West Mercia:

- ensuring that prisoners subject to MAPPA are identified as early as possible within their sentence and referred to the MAPPA co-ordination process;
- using OASys, the risk assessment tool developed jointly by the probation and prison services, to carry out initial and subsequent assessments of risk of harm to others;
- providing information about release dates and where relevant about prison behaviour to ensure that the MAPPA risk assessment is informed about factors relating to risk, and particularly dynamic risk;
- contributing to the development of risk management plans and meeting with other agencies at risk panels
- ensuring that prison services representatives at MAPPA meetings are at an appropriate grade to contribute to panel decisions and to allocate resources;

and,

- ensuring that prison service resources are targeted where possible to assist with reducing risk (e.g. in the delivery of accredited offending behaviour programmes) for prisoners subject to MAPPA.

The Prison Service is looking forward to working collaboratively with its partners in MAPPA and to contributing to the decision-making that is central to the MAPPA process; and is already working to become more consistent and co-ordinated in its own strategy and practice.

## **PROBATION**

### **A Day in the Life of ..... A Risk Manager**

Probation Risk Managers have responsibility for managing high and very high risk cases within each team. Risk Managers hold some of the highest risk cases and are responsible for reviewing and countersigning risk assessments of high risk offenders held by other team members. They assist officers to manage those cases, providing advice, consultancy and supervision. Risk Managers provide the link between probation staff and police Potentially Dangerous Offender Officers through regular liaison. They also keep links with the other agencies who contribute to MAPPP including Social Services, Young Offender Services, Housing and Mental Health. The role is interesting, diverse, demanding and unpredictable. A typical day may go something like this:

9.00 am Two pieces of information are waiting, both about recalled prisoners, both require immediate attention. Dan, a recalled lifer, is to be released tomorrow to our local hostel. He was recalled to prison after assaulting his partner. Dan was originally sentenced for a murder committed in a domestic setting and alcohol and drugs abuse were relevant factors. The Risk Manager had submitted the information resulting in recall, attended a review by the Parole Board in prison, and revised the risk assessment and release plan in accordance with the wishes of the Board that has again sanctioned release. A large number of agencies and individuals have been involved in securing a release that will be closely supported and monitored: a number of contacts have to be made today to ensure that arrangements go smoothly, minimising the risks to the public.

The other case involves someone going the other way; Gareth is to be recalled to prison today. He had been released on licence and was living at the probation hostel, having previously served three prison sentences for serious violent offences (wounding and robbery). Whilst he had made good progress in a number of areas, - including controlling his drugs dependency, securing a job, and cooperating with supervision, he recently acted impulsively by staying away from the hostel without permission. Shared information allowed a quick arrest, and because of the risks of violence that he presents, a fast decision was made to recall him to prison.

10.00 am A home visit to see a very aggressive young man, Chris, jointly with a member of staff from the Youth Offending Team. The case, a Detention and Training Order and a Community Rehabilitation Order, is in the process of handover – as Chris is now 18 years old. Great care is taken to minimise the risks associated with any change; Chris is prone to violent outbursts, throwing objects in temper, - and is physically very large and powerful. He has problems with independent living, and supportive accommodation is essential, - but places are hard to arrange because of his volatile nature. This home visit is preparing the way for a move to a supported placement with the Langley House Trust, arranged with great care over a considerable period of time. All arrangements have been made with the oversight of the MAPPA. The visit, at his current supported accommodation some 20 miles away, goes quite well. It is clear, however, that the careful management of this young man must continue to avoid compromising the safety of people around him.

- 12.30 pm Child protection cases are of prime concern to the risk manager and a routine task is the regular review and update of the child protection register, and being alert to concerns raised by other probation staff. A Community Punishment supervisor has raised concerns about the negligent attitude of one of his workers when he brought his young daughter into an interview. The supervisor was aware that he had been convicted of domestic violence, and contacted Social Services. An urgent strategy meeting is attended by the supervisor and risk manager to share information with Social Services. Social Services and police will undertake a further investigative visit to the family. A revised risk assessment is prepared immediately by the risk manager and the case is re-allocated to an experienced member of staff for close monitoring.
- 1.30 pm Catching up on phone calls, messages – followed by
- 2.00 pm A pre-arranged meeting with the police PDO officer to review the progress of the sex offender caseload who are subject to sex offender registration. Regular sharing of concerns and the early identification of problems can ensure that this group of offenders is safely managed within the community.
- 3.00 pm The risk manager gate-keeps and advises on Pre Sentence Reports for the Courts, - and there are two in the tray that need to be read, one of which concerns a sex offender who, it is proposed, may be suitable for the Community Sex Offender Treatment Programme. Particular attention is given to checking that all the correct information has been used, and that public protection concerns are adequately covered in the risk assessment.
- 4.00 pm Nearly last, - for today, - there are two interviews with offenders who are considered to represent a high risk of re-offending, both on licence after prison sentences. One is arguing that he should not have to complete a programme that he is committed to attend, - because he now has a job that means he has to work 7 days each week. The other appears to be very depressed, - and offers very little response in interview. Decisions about how to manage both situations are based on knowledge of the cases, and both need to be recorded properly.
- 5.00 pm The high risk caseload is regularly monitored to ensure that cases are being reviewed by case managers, and risk assessments updated. Two such reviews have been waiting for consideration, and the staff responsible need time to discuss their concerns. In both cases a decision is taken to arrange a further Level Two meeting (MARC) – and arrangements are made to convene them quickly, and to invite a number of people to each. Such multi-agency work is time-consuming, but the process of multi-agency working and the sharing of information and decision making contributes to the effective management of risk; the Risk Manager has a pivotal role in that process.

The In-Tray is clear, but tomorrow is another day in the life of .....

## **SOCIAL SERVICES DEPARTMENT - ADULT PROTECTION**

The impact of MAPPP among adult social service teams is a relatively new but growing process, which owes much to the development of Multi-Agency Adult Protection Policies. These give a framework for identifying abusive situations concerning vulnerable adults and strategies for reducing and managing risk. Increasingly, implications for teams such as those who work with older people, people with a learning disability or physical disability become more apparent, whilst mental health teams and learning disability teams have more experience of the MAPP process. Registered sex offenders, violent offenders and those who are considered to pose a serious risk of harm to the public, can and do target and can be a risk to vulnerable adults as well as children and others in our communities.



The Multi-Agency Adult Protection Policy contains prompts for referral into the MAPP process. During investigations into allegations of abuse to vulnerable people, it may be that there is an allegation of a violent or sexual offence or an alleged abuser is thought to pose a risk of serious harm to vulnerable adults. Awareness of the work of the MAPPP will then prompt a referral to either a MAPPP or MARC meeting. There are also situations when a MAPPP meeting will identify that a person may pose a serious risk to specific groups of people, for example elderly females or young learning disabled men. When such concerns are identified the MAPPP can then make a referral into the Adult Protection process.

If the MAPPP agrees, information can be entered onto the client index system with warnings concerning contact with the person, or it can be searched for information about whether the offender is known to services, and whether they are living with, or have contact with vulnerable people.

## **SOCIAL SERVICES DEPARTMENT – CHILD PROTECTION**

Social Services are the lead agency in Child Protection and have a legal responsibility under the Children Act 1989 for safeguarding children. Social Services are increasingly applying knowledge gained through successful Child Protection practice to the field of Adult Protection.

The Multi-Agency Public Protection Arrangements (MAPPA) provide an important additional tool to enable Social Services to discharge these critical duties through monitoring and managing risks posed by dangerous offenders. This is done in a genuine partnership with the Police and National Probation Service. The MAPPA processes are strategically linked to both the Area Child Protection Committee (ACPC) and Vulnerable Adult Protection Committee (VAPC).

Social Services recognises that they are core members of MAPPPs and MARCs. In the Borough of Telford & Wrekin this commitment is marked by the attendance of both the Principal Officers Child Protection and Adult Protection with their respective responsibilities, knowledge and skills. They support public protection processes through:

- Sharing significant history in respect of the offenders and their family.
- Ensuring that Social Care workers gain relevant knowledge to assist them protect vulnerable children and adults.
- Management of the Child Protection Register and lists of vulnerable adults.
- Cooperation with the NSPCC Sexually Harmful Behaviour project in working with children exhibiting inappropriate sexual behaviour.
- Acting as a link with the Local Education Authority regarding situations of identified risk.
- Liaison with the Youth Offending Service regarding young people charged with sexual or potentially violent offences.
- Liaison with other Local Authorities who have placed, in local independent sector placements, young offenders and young people who are vulnerable.

## YOUTH OFFENDING TEAM



As a member of the Project Team who conducted the Review of MAPPA in West Mercia, starting in 2002, the writer has felt some investment in the process that has led to the current arrangements being put in place.

From a Youth Offending Service perspective there have been considerable benefits derived from the new systems now in place.

- A clarity has been achieved in how cases are categorised in terms of risk status and how they can be effectively managed and monitored to reduce risk. The importance of high quality assessments, consultation and co-operation between agencies has been highlighted and reinforced.
- Staff within the YOS have valued the support and to some extent the comfort of knowing that they do not face the difficulties and challenges of managing high risk cases on their own.
- The YOS Management of Risk Policy has been reviewed and changed to reflect the new arrangements and this has benefited all staff by clarifying procedures and focussing attention on the importance of risk assessment and management.
- The status of the Multi-Agency Public Protection Panel has been enhanced by the recruitment of a coordinator and a greater commitment from agencies to have standing representation at a more appropriate and senior level. It has been reassuring to YOS staff that, within this forum, their views, anxieties and opinions have been treated seriously and with respect.
- To a certain extent those who manage the risk posed by Potentially Dangerous Young Offenders have struggled to cope with the conflict of protecting the public whilst at the same time dealing with the principle of paramountcy for child welfare. The opportunity to work more closely with other agencies, especially the Police and Probation has proved a learning experience in working towards a balanced view in this respect.

There is little doubt that the arrangements which have been put in place since the review have greatly enhanced all the agencies' understanding and appreciation of their contributions to public protection through assessing and managing those who pose a risk to others.

## **MENTAL HEALTH**

The identified link for the Worcestershire Community Mental Health Trust attends the monthly MAPPP meetings is the clinical manager of the High Risk Management and Forensic Liaison Service. This specialist service covers the whole of the Worcestershire Mental Health Trust; the primary clinical focus is validated risk assessment and risk management of those patients who present the most serious, significant and imminent risk within a variety of dimensions.

The benefits of having a specific individual are ensuring that there is a consistent approach to the MAPPPA process by a clinician who has professional input into all departments and clinical teams within the Trust.

Over the last year there has been a significant improvement in the response to the MAPPA from clinicians within the Mental Health Trust, evidenced by regular attendance at MAPPPS of members of treating clinical teams in relation to specific individuals who are being discussed at the MAPPP.

The benefits of this high level and consistent Multi-Agency working is the dynamic level of information sharing; this not only assists in clinical decision-making for treatment pathways and signposting to appropriate clinical resources, but also addresses the risk in relation to the personal safety of mental health professionals undertaking clinical interventions in a community setting. It also assists in increasing general understanding of the presentation of mental illness and the subsequent behaviours, which can be observed. The MAPPPA and the Level Two (MARC) arrangements fit in with our CPA (Care Programme Approach) and form an integral part of the risk management strategy.

All previous inquiries have highlighted and criticised clinicians for poor levels of communication within a multi-agency forum: in Worcestershire we are trying to overcome such barriers by building on sound professional relationships.

## CONTACTS

### **West Mercia Probation Area**

**Julie Masters**

Assistant Chief Office

julie.masters@west-mercias.probation.gsx.gov.uk

### **Address**

Stourbank House  
90 Mill Street  
Kidderminster  
DY11 6XA

### **Phone**

01562 748375

### **West Mercia Police**

**DI Shane Lewis**

shane.lewis@westmercias.pnn.police.uk

### **Address**

West Mercia Constabulary HQ  
Hindlip Hall  
PO Box 55  
Worcester WR3 8SP

### **Phone**

01905 331635

**Peter Clark**

MAPP Co-ordinator

peter.clark@westmercias.pnn.police.uk

West Mercia Constabulary HQ  
CID Unit  
Hindlip Hall  
PO Box 55  
Worcester WR3 8SP

01905 331633