



**West Mercia Multi Agency **Public Protection** Arrangements**



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## SECTION 1

Ministerial  
Foreword  
by  
Gerry  
Sutcliffe, MP

Making our communities safer and reducing re-offending is our highest priority and one of our biggest challenges. That is why the work undertaken through these Multi-Agency Public Protection Arrangements (MAPPA) is so important. The supervision and management of sexual and violent offenders who pose the highest risk of serious harm, whether in the community or in custody, is complex and challenging; and is an aspect of public service where the public rightly expects all reasonable action to be taken.

Although we have made significant progress in the last five years with the development of MAPPA across England and Wales, the review this year of a number of tragic incidents where people have been murdered or seriously injured reminded us of the importance of reviewing performance, improving practice and learning lessons. It is vital that these tasks are undertaken by the probation, police and prison services, as well as by those other agencies that contribute to the assessment and management of offenders. The publication of MAPPA Business Plans by each Area in this year's annual reports offers a helpful and necessary programme of local development and review and must lead to enhanced practice. It will be essential that this progress is transparent and shared with local communities.

In addition to this, however, it is important that no opportunity is missed to consider other measures that will further enhance public safety. That is why we are undertaking the Child Sex Offender Review, to look at how a particular group of offenders, who provoke anxiety for many, are best managed in the community. The review is consulting a wide range of practitioners and key stakeholders including the MAPPA lay advisers, and will report around the end of the year.

Finally, in commending this report to you, I want to take the opportunity to thank all those involved locally in working with sexual and violent offenders, or in ensuring that these arrangements are fit for purpose. Where MAPPA is working well it is based on maintaining high professional standards and effective multi-agency collaboration in the delivery of robust risk management plans. While it is not possible to eliminate risk entirely, where all reasonable action is taken the risk of further serious harm can be reduced to a minimum and fewer victims will be exposed to repeat offending.

Gerry Sutcliffe MP

Parliamentary Under Secretary of State  
for Criminal Justice and Offender Management

The last year has been a time of change and uncertainty for all three Responsible Agencies involved in the management of MAPPA, as well as for a number of our partner agencies who share a duty to cooperate with the MAPPA arrangements.

The possibility of police mergers, uncertainty about the future of the National Offender Management Service (NOMS) affecting both prisons and probation and further restructuring amongst agencies such as health and social services, have all been distracting and time consuming features for staff during the course of the year.

In addition, there has been a growing level of national media coverage of risk management issues within the criminal justice system. Much of this has been adverse and has failed to acknowledge that, despite some unquestionable failings, these represent a very small minority of cases in the otherwise effective multi-agency management of the most dangerous people in our communities.

It is therefore to the particular credit of all staff involved in this work, that within West Mercia we have continued to maintain a strong focus upon the multi-agency management of high risk offenders, to develop and strengthen the area's arrangements for this work and to operate to a clear and shared priority to minimise the risk of harm to the public from high risk offenders.

There is no doubt that in the year ahead our staff will face further changes and new challenges but we can continue to work on our shared agenda for the management of high risk offenders in our community, with confidence in the commitment and cooperation of all those involved.

SECTION 2  
Introduction



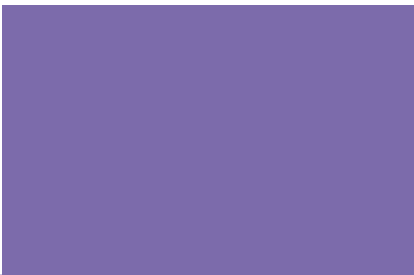
Lorraine Mosson-Jones  
Regional Risk Manager  
West of Midlands Prison Region



Julie Masters  
Assistant Chief Officer  
West Mercia Probation Area



Peter Wright  
Assistant Chief Constable  
West Mercia Constabulary



## SECTION 3

### Key Achievements



Beverley Winter  
Lay Advisor



Deena Glazzard-Mahon  
Lay Advisor

#### a) Lay Advisor Work

Deena Glazzard-Mahon and Beverley Winter, Lay Advisors summarise their year as follows:

We are Deena Glazzard-Mahon and Beverley Winter, and are Lay Advisors for the West Mercia Strategic Management Board (SMB).

We have now been in this position for approximately 16 months and are more acquainted with our role within the SMB.

It has been a particularly busy year for us. We have attended both the national and regional conferences. We helped facilitate a work group at the regional MAPPA event, which we found to be quite daunting. We have had some help and guidance from the SMB Chair and MAPPP Co-ordinator who have enabled us to visit prisons, approved hostel premises, Level 2 and Level 3 meetings. These meetings have not only been within probation, but have included other organisations who are responsible for MAPPA.

As Lay Advisors who represent the public, we now feel we have a greater understanding of the structures in place within MAPPA to protect the public at large.

During recent months the work of MAPPA has been highlighted by the national press. They have reported on offenders, on licence or community supervision, who have re-offended with serious implications to the public. Confidence in public protection provision is sometimes thought to be low. Without undermining the seriousness of the cases that have been brought to the attention of the public, we would like to stress that there are many cases that do not come into the public arena where both serious sexual and violent offenders are managed well within the MAPPA system.

We still believe our role within the SMB is to question the Responsible Authorities about decisions at senior management level. Using knowledge gained throughout the past year, we now feel much more confident to challenge the professionals around the table.

Throughout the year ahead we are looking forward to more involvement with the Responsible Authorities, hopefully asking the right questions on behalf of the public and getting the right answers.

The questions which Deena and Bev ask at the SMB raise important issues, some of which do not have easy answers. One example has been about police powers which are sometimes less than people think, and whilst there are proposals to increase their powers to monitor the homes of registered sex offenders, these powers are quite restricted as the law currently stands.

Another subject they have raised is the work going into ensuring that prosecutions are pursued in domestic violence cases. This is the case even when the victim withdraws their statement and refuses to give evidence. This helps in those situations where the victims are afraid to give information and if no action is taken against the offender, leaves the victim vulnerable to a continuing cycle of abuse and violence.

## b) Working with Prisons

Important new developments are taking place in both the Probation and Prison Services that will support and enhance the work of the MAPPA in West Mercia.

The Prison and Probation Services are now linked through an umbrella organisation - the National Offender Management Service (NOMS). A key part of the work of NOMS is to introduce a system to ensure that offenders are managed consistently and coherently from the beginning of their sentence to its end.

The Probation Service has already been working to implement a single Offender Management system for offenders managed in the community. The Probation and Prison Services are now working together to introduce this same system for offenders in custody.

From November 2006, offenders who have been assessed as high and very high risk of causing serious harm to the public will have an Offender Manager, based in the Probation Service. The Offender Manager will work with them from the beginning to the end of their sentence. This will mean less duplication in assessments and coherence in how an individual offender is assessed and their sentence managed.

Whilst the offender is in custody, the Prison Service will ensure that an Offender Supervisor is in place to provide a strong link between the offender and their Offender Manager. The Offender Supervisor will make sure that the targets set for the offender by their Offender Manager are worked towards and met. A large part of this work will be about reducing and managing risk.

The Offender Manager and the Offender Supervisor will work very closely together to share information and to make sure that their risk assessments are regularly updated and used to inform decisions about the offender's sentence and targets.

This co-ordination and communication will greatly enhance what MAPPA has to offer.

Throughout the current year MAPPA work has routinely included contributions from prisons in those cases where the dangerous offender is currently in custody and due to be released into the community. In a significant number of cases this work has improved the safeguards that apply to prisoner release. Whilst prisons in England and Wales are spread very widely, and our geographical area finds prisoners widely dispersed, where prisons are unable to attend meetings, in most cases they have made good written contributions. Whilst the contribution made to our MAPPA work often involves probation staff seconded to prisons, we have had attendance at Level 3 meetings from Prison Governors, Psychologists and uniformed staff.

## c) Ongoing Education and Training

An emphasis has been maintained on education and training in the current year.

A basic principle in public protection work is that it needs to be conducted on a multi-agency basis in the most serious cases. This is because the assessment and management of the most dangerous individuals is a complex task. To be effective it needs to use the information systems, resources, expertise and often the legal powers of a number of different agencies working within and alongside the criminal justice system.



Peter Clark  
MAPPP Co-ordinator



Sarah Peters  
MAPPP Administrator

For this reason there is a continued focus on briefing and training about the MAPPA across those agencies that are most often involved in public protection work. Wherever possible in West Mercia the training is delivered to staff and managers from different agencies working together. Where this is not possible, there is still an attempt to get a cross-section (managers and front-line staff) into the same events. Whole organisations need to be aware of the MAPPA. This helps managers to support it at a policy level, and also helps practitioners to build MAPPA into their daily work.

#### **d) Violent Offender and Sex Offender Register (ViSOR)**

Since the introduction of the Sex Offender Act in 1997 and the requirement in 2000 for relevant authorities to manage sexual and violent offenders under MAPPA, there has been a need for a national database to administer and monitor such offenders. Following the Soham murders and subsequent Richard Review, the drive towards getting such a system in place became more urgent. ViSOR was delivered by Police Information Technology Organisation (PITO) to all Police Services in England, Wales and Scotland by the end of March 2005 with West Mercia going live in November 2004.

The ViSOR database contains detailed information on offenders and MAPPA agencies will be able to use it to track and manage the offenders in their local area.

Prior to ViSOR, each individual police force held local information on sex offenders and violent offenders on a variety of non-compatible systems. A multitude of paper and computer based local systems were being used by individual forces and criminal justice organisations to manage the offenders they were responsible for.

ViSOR amalgamated these local databases providing a national standard for accessible information across the country.

DC Simon Davies, the central point of contact for ViSOR, for West Mercia Constabulary explains, "With ViSOR, all information on an offender is centrally and electronically held allowing all who work in public protection to have access to the information. Before ViSOR was around, updating and exchanging information on an offender who was relocating could be a long process. It took long enough just to establish who the new owner was and where to send the paper files to, let alone collecting and collating all the paper held information. Now, when an offender moves between police areas, forces have access to all available information, which prevents duplication of effort and makes for faster, more effective offender management. All involved can update information simultaneously and instantaneously, saving time and resources. It was very hard to jointly manage those offenders who travelled the country to avoid the management process, now with ViSOR we are all able to access and contribute to the single nominal record."

ViSOR's benefits for the police force are far reaching and go beyond the obvious. It is fully searchable and is linked to the Police National Computer (PNC). ViSOR ensures that known offenders cannot 'go underground' with, for example, reminders sent out to relevant criminal justice organisations if an offender moves areas, or misses the date they need to register at a police station.

It acts as a catalyst by setting National Standards in managing intelligence about dangerous offenders and ensuring consistency, has improved data quality and allows management information to be tracked.

The system has been used effectively by the police in the management of Registered Sex Offenders. As ViSOR is rolled out to probation offices and prisons during 2006 and 2007, violent offenders and dangerous persons will be managed through the system. According to Mark Jones, ViSOR Product Manager at PITO, "having police, probation and prisons using a single system facilitates true multi-agency information sharing and collaborative working, providing end-to-end management of those posing a risk".

**e) MAPPA Administration**

Over the course of the year the system has been improved resulting in the notes of MAPPA meetings at Level 3 being distributed quickly. When dealing with the most risky people, it is important that multi-agency assessment, decisions and risk management actions are conveyed accurately and quickly. This prompts staff dealing with the case to carry out their actions at the right time and so assists the overall effectiveness of the Panel's work. In most cases the notes have been prepared and distributed within two working days, and have not exceeded five working days.

SECTION 4

How the  
MAPPA  
operate  
locally

**a) Assessing Risk**

Police, Probation, Prisons, Childrens’ and Adults’ Services, 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 information and resources from other organisations is used, but 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.

Our work on public protection needs to include information and expertise from all relevant agencies to ensure it is effective. In a similar way, the powers and responsibilities of these different agencies are needed to manage the risks.

**c) Managing the 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 and/or traumatic and from which recovery can be expected to be difficult or impossible) are dealt with by Multi-Agency Public Protection Panels (MAPPPs). These are also known as ‘Level 3’ 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 81 to 80.

These are distributed between the five police divisions as follows:

Hereford:	17 Cases
North Worcestershire:	16 Cases
Shrewsbury:	12 Cases
Telford and Wrekin:	10 Cases
South Worcestershire:	25 Cases

In West Mercia a total of 635 sex offenders have been required to register with Police. One case is explained in more detail here and shows the complexity of working with an individual who represents a continuing risk to children.

### Case Study 'A'

'A' had a long record of sexual offences against boys, and was due for release on licence supervision for an extended period. The MAPPA process started well before release and included contributions from prison, probation, police, and a number of other agencies. 'A' had attended the Sex Offender Treatment Programme in prison. There was some positive information about his attendance on the course, but overall it was thought unlikely that it would prevent him from seeking opportunities to contact boys, and that if he were to do so then it would only be a matter of time before he would re-offend.

'A' was released with a condition to live at a hostel. There were a number of licence conditions that prohibited him from engaging in activities that could give him access to children. All agencies cooperated to monitor 'A', and after several successful months the monitoring found that 'A' had made friends with an adult male, who was found on investigation to have children.

'A' was recalled to prison when he was found to be crossing the boundary of acceptable behaviour. He had offered to look after his friend's son. He is now charged with the offence of grooming, and may receive a further prison sentence. When he is to be considered again for release, the MAPPA process will again be used to assess and manage the risk 'A' represents to the public.

Over the year a total of 34 registered sex offenders were either cautioned or convicted for breaching their registration requirements. A number of these offenders have been returned to custody, and in a number of other cases the breach or caution has acted as a timely reminder of their obligations to comply. The figures suggest that as the number of cautions and convictions has more than doubled in the last year, the police have taken quicker action to secure compliance.

In the following case, dealt with at Level 3 because there is an on-going risk to the victim's life, we may have to accept that the victim will knowingly place herself in danger.

### Case Study 'B'

'B' has, on at least 2 occasions, committed serious violent assaults against a relative. The victim is elderly and frail, with a significant degree of disability. The MAPPA worked during 'B's' time in prison to put effective safeguards in place for the victim when 'B' was to be released. Probation, police, a housing association and adult services co-operated to place structure and constraints around 'B's' release. These have worked well.

Meanwhile, Adult Protection Services worked hard to secure the victim's co-operation with safeguards that could be effective beyond the end of 'B's' period on licence. This proved to be very difficult. Information was shared in the MAPPA, sufficient to keep the work on track through the difficulties. The victim was frightened, but also reluctant to stop contact with the offender. For a while she seemed likely to exercise her right not to be helped.

The licence period has now finished, and 'B' is subject to no formal licence supervision. Near the end of the licence period the victim co-operated with Adult Protection Services to enable an application to be made to a court for an order that effectively protects her from unsupervised contact with 'B'.

Sometimes victims wish to exercise their right not to be helped or protected. This is so even when they appreciate the risk this involves. Emotional attachments and personal loyalties can override the best efforts of agencies contributing to public protection.

In another case it is clear that the work of the MAPPP has helped coordinate firm supervision and policing, and devised sanctions linked to child protection.

### Case Study 'C'

'C' moved to this area with his girlfriend and her child from a previous relationship. The child is severely disabled. Police and probation re-assessed the risk 'C' presents of both violent and sexual offending, and carefully worked to fill some gaps in information that had been left by the previous area. A decision was made to bring the case to the Panel (Level 3) because there was clear evidence that 'C' had previously committed sexual offences against children. 'C' was known to be violent and threatening in both the domestic and community setting.

In this case the information presented in the Panel resulted in quick action by Children's Services to protect the child. The child's school was involved in helping to monitor the situation, and probation and police took particular care to monitor 'C's' activities, drawing on intelligence from a range of sources.

Over a three month period there was considerable progress. 'C' was remanded into custody following further offences and threats. He is currently awaiting trial for these offences, and a full assessment by probation and mental health services is being undertaken. The prison has contributed in full since the custodial remand, and continues to provide valuable information.

Various restraints are being considered. It seems certain that firm boundaries and prompt action in this case allowed effective safeguards to be put in place for both the child and 'C's' partner. Both are now thought to be quite safe from further abuse.

'C' is now in no doubt that several agencies are working together, and that his abusive and threatening behaviour will not be tolerated.

Sometimes MAPPP Level 3 cases have a high public profile, or require resources to be dedicated that cannot readily be available by the contributing 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.

In each Panel case an action plan is agreed. In many cases further Panels review progress on the case, bring up-to-date the assessment of risk and make any necessary amendments to the safeguards that have been agreed.

#### d) Managing Less Serious Cases

For a larger number of offenders (176 this year) who represent a lower, but still significant risk of causing serious harm, a similar system operates. These are known as Level 2 meetings.

The number of cases dealt with at Level 2 has increased significantly from the previous year which was 103. Whilst there is no particular explanation obvious for this increase, it is noted that both Mental Health Services and Youth Offending Service have made more use this year of the MAPPA procedures and so some growth may well be due to this.

The staff attending Level 2's are more usually at an operational level. These meetings can be called at short notice. As with the MAPPP Level 3, for each case an action plan is devised that is based on the best available risk assessment.

Cases can move between MAPPA Level 2 and 3 based on on-going assessments of risk and need. For example, a case may be dealt with at Level 3. 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 at a review of the case will be transferred to Level 2. Legal sanctions may expire or be lifted to enable the offender to be trusted to live without injuring others. Similarly, if risk levels increase a case will be transferred from Level 2 to 3.

### **Case Study 'D'**

'D' was released from prison to live at a hostel. He had served a lengthy period in prison for a very violent offence, and had previous convictions for violence. He had done little work in prison, where he was sometimes aggressive and un-cooperative.

There was some information to suggest that 'D' still harboured anger against the original victim. It was thought likely that he would revert to heavy drinking and represent a danger to the public. It was also thought that 'D' was now institutionalised and would find it hard to survive outside the institution.

The MAPPP held this case for a period of five months, just before his release from prison and then for four months after release. There were significant contributions from probation, victim liaison officer and police. In the time after release 'D' succeeded on his licence and stuck to its strict conditions which restricted his movements, contacts with named individuals and his use of alcohol. He succeeded in getting full-time work, which he had never done before, and abstained from alcohol and drugs. Frequent checks verified these changes. There is a longer-term plan to move out of the area to live with an older brother, where 'D' could also take on full-time work.

In 'D's' case none of the predicted danger signals materialised. There is no reason to believe that 'D' will not maintain the progress. He may be one of those young men who grow out of crime. It is possible that 'D' used the support and structure he seemed likely to reject to literally rehabilitate himself. Without the co-ordinated support and controls there may have been a very different outcome.

This case has been moved to MAPPA Level 2. It is still formally monitored in order to check that the progress is maintained.

### **e) Protecting Vulnerable Children and Adults**

We would all like to think that we live in a society which is safe. Inevitably, however, some people are more vulnerable than others. It follows that special attention must be paid to protecting those who are unable, for whatever reasons, to protect themselves adequately from abuse. Children and vulnerable adults (including some elderly people) are sometimes targeted for abuse by offenders. In West Mercia there is a close involvement in the MAPPA from specialists from the Social Services, in both child and adult protection, and mental health. They attend meetings as required at Level 2, and as standing members at the Level 3 Panel. The knowledge they bring to public protection work gives insight into the situation of victims and potential victims. This enables those responsible for public protection to know much more about who may be at risk and what might be done to help protect them. The involvement extends into helping plan and deliver safeguards for potential future victims.

**f) Victim Liaison work**

An additional important contribution is made to all the West Mercia work on public protection by Probation Victim Liaison Officers (VLOs). Where the victims of sexual and violent offences wish to have contact, VLOs supply a link between those dealing with the offender and the victim. Sometimes the information VLOs are able to contribute helps decide on appropriate licence conditions for those to be released from prison. Such conditions might include prohibitions on direct contact of named individuals, or exclusions from specified geographical areas. There is also an important contribution in making the Panel aware of the effects of the offence(s) on the victims.

**VLO Contribution**

Victim Liaison Officers (VLOs) work with victims of serious violent and sexual crime where the perpetrator is given a prison sentence of 12 months or more. It is our responsibility to provide victims with information about the offender in their case. Such information includes explaining about the possible release month (parole or otherwise), and any other information about key stages that the offender will be required to complete up to the end of their period on licence. One such key stage may include consideration by the MAPPA.

The three West Mercia VLOs regularly attend MAPPA meetings with a very clear goal in mind. It is essential that victim's circumstances and concerns are taken into consideration when risk management strategies are devised. Attendance at MAPPA meetings is a powerful tool for the VLO to bring to the discussion the issues that really matter to the person who has been most affected by the offender's actions.

Victims have commented that they find it reassuring to know that their concerns and fears are being heard by the various agencies dealing with criminal justice. Sometimes, for instance just before the offender is released, the victim's anxiety increases. It is useful for VLO work to both address victim's fears and provide the MAPPA with up-to-date and accurate information.

**g) MAPPA, offenders and public information**

In this report there has already been mention of the public perception of the management of dangerous offenders. Media coverage tends to focus on stories that have dramatic potential. It is sometimes implied that those agencies dealing with dangerous individuals withhold information from the public.

The reality is that we must operate within the law, with due regard to the likely effect of disclosure of all sorts of information, concerning both victims and offenders.

Many dangerous offenders do not commit their offences by chance, on a one-off basis, or by accident. There is often a pattern of similar behaviour. In some cases they plan their offences, making sure of the following things:

- \* the actions can be justified in the offender's own mind
- \* the victim's resistance can be overcome
- \* the victim cannot be protected by others
- \* the setting for the offence(s) makes disturbance and detection less likely

We have a legal duty in most instances to provide confidentiality for offenders. In so far as it is possible. Our systems and procedures are open. This report tries to help people to understand how MAPPa operates. However, details about individual offenders are kept confidential for very good reasons.

The assessment of risk and the MAPPa plans to manage the risk quite definitely could not be made available to the public because they contain all the detail needed to provide effective safeguards. Far from protecting the public by disclosing individual information, it would lead to a break-down of carefully planned safeguards, and offenders themselves could become aware of the actions taken to keep victims safe. Given the planning that goes into much of the most serious sexual and violent offending, it would make no sense to hand offenders the means to undermine these safeguards.

SECTION 5

MAPPA  
Annual Reports  
Statistical Information

Required for the reporting period 1st APRIL 2005 - 31st MARCH 2006

**1. Category 1 MAPPA offenders: Registered Sex Offenders (RSO)**

i) The number of RSOs living in your Area on 31st March 2005. 

635
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ia) The number of RSOs per 100'000 head of population. (This figure will be calculated centrally by NPD). 

55
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ii) The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1st April 2004 and 31st March 2005. 

34
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iii) The number of (a) Sexual Offences Prevention Orders (SOPOs) applied for (b) interim SOPOs granted and (c) full SOPOs imposed by the courts in your Area between 1st May 2004 and 31st March 2005. 

a)	13
b)	2
c)	7

iv) The number of (a) Notification Orders applied for (b) interim Notification Orders granted and (c) full Notification Orders imposed by the courts in your Area between 1st May 2004 & 31st March 2005. 

a)	0
b)	0
c)	0

v) The number of Foreign Travel Orders (a) applied for and (b) imposed by the courts in your Area between 1st May 2004 & 31st March 2005. 

a)	0
b)	0

**2. Category 2 MAPPA offenders: Violent offenders and Other Sexual offenders (V&OS)**

vi) The number of violent and other sexual offenders (as defined by Section 327 (3), (4) and (5) of the Criminal Justice Act (2003)) living in your Area between 1st April 2004 and 31st March 2005. 

321
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**3. Category 3 MAPPA offenders: Other Offenders (OthO)**

vii) The number of 'other offenders' (as defined by Section 325 (2)(b) of the Criminal Justice Act (2003)) between 1st April 2004 and 31st March 2005. 

25
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#### 4. Offenders managed through Level 3 (MAPPP) & Level 2 (local inter-agency management)

(viii) Identify how many MAPPA offenders in each of the three Categories (i.e. (1)- RSOs, (2)- V&O and (3)- OthO above) have been managed through the MAPPP (level 3) and through local inter-agency risk management (level 2) between 1st April 2004 and 31st March 2005.

	Level 3	Level 2
RSO	29	71
V&O	42	89
OthO	9	16

(ix) Of the cases managed at levels 3 or 2 (i.e. (viii)) between 1st April 2004 and 31st March 2005 how many, whilst managed at that level: (a) Were returned to custody for a breach of licence? (b) Were returned to custody for a breach of a restraining order or sexual offences prevention order? (c) Were charged with a serious sexual or violent offence?

	Level 3	Level 2
a)	7	17
b)	0	0
c)	0	3

The number of Registered Sex Offenders living in each of the West Mercia BCUs at 31st March '06 was as follows:

South Worcs	174
North Worcs	145
Hereford	106
Telford	95
Shropshire	112

## SECTION 6

### Strategic Management Board (SMB)

The Strategic Management Board (SMB) is made up of senior management representatives of the key Criminal Justice Agencies and those partner organisations who have an active role in the safe management of high risk offenders, such as health and social services, in addition to the two lay advisors. In an area as complex as West Mercia, maintaining a truly representative SMB is particularly problematic as whilst it is a single, discreet criminal justice area, within West Mercia there are seven primary care trusts, four social services departments and complex arrangements in respect of education, housing, employment and other agencies from whom we seek co-operation. Whilst the existing Board comprises committed representatives from a number of agencies, in the year ahead we will seek to engage more fully with those partners such as housing and education with whom we have found it difficult to establish consistent contact.

One of the primary tasks of the SMB is to ensure that effective MAPP arrangements are in place. Having, we believe, established robust mechanisms and procedures in the course of the last three years, we plan in the year ahead to put in place effective arrangements for monitoring and audit in order to make sure we are regularly able to review the quality, consistency and standard of work being undertaken, within MAPPA.

The SMB is fully committed to the safe management of high risk offenders in the community. We will continue to work both collectively and within our individual agencies, to promote, strengthen and give direction and resources to our operational colleagues who deal with cases on a day-to-day basis and who deserve the full support of their organisation in demanding and difficult roles.

For example, the SMB of the West Mercia MAPPA has taken the view that the National MAPPA Guidance, issued in 2003, amended in 2004, contains most of the guidance relevant for the successful achievement of public protection. However, there is one important respect in which some cases are considered that would not be included in the most recent guidance. There are a small but important number of cases where the subject is unconvicted, but in the opinion of the Responsible Authorities (prisons, probation, police) represents a high risk of causing serious harm to the public. The SMB have endorsed West Mercia MAPPA to include such cases under Category 3. Perhaps the most clear and convincing argument for this stance is provided by the case of the murder of two schoolgirls, where Responsible Authorities could have shared information formally (had MAPPA arrangements existed at that time) and implemented safeguards for likely future victims, but would be precluded from so-doing if a conviction for a serious offence is required to allow the process to take place.

**West Mercia Probation Area****Julie Masters** - Assistant Chief Officer

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## SECTION 7

## Contacts

**ANNEX A**  
**SMB Business Plan**

The business of the West Mercia Strategic Management Board (SMB) for Multi Agency Public Protection Arrangements (MAPPA) is public protection. Public protection is effected through the positive identification and effective management of:

- \* Risk
- \* Offenders
- \* Resource

**Our Vision**

West Mercia SMB will have a fully integrated MAPPA service within local Public Protection Units operating to agreed standards with a system of governance, supported by appropriate policies, protocols, resource and training.

The service will be delivered by suitably skilled staff providing reassurance to the communities of West Mercia. Identified risks will be professionally managed through the provision of multi-agency services that meet the diverse needs of the victim, offender and local community in an efficient and cost effective manner.

Our vision will be achieved through the delivery of the following outcomes.

**1. WEST MERCIA MAPPA DEVELOPMENT STRATEGY**

Outcome	Action	Agency	Timescale	Resource
MAPPA to be mainstreamed into agency service provision.	Inclusion within strategic plans	All agencies that have legislative responsibilities or a 'Duty to Co-operate'.	April 2007	Agency leads within West Mercia SMB.
To report by April 2007 to Responsible Authority National Steering Group (RANSNG) to confirm that dedicated co-ordinator and administrator posts are filled.	Scope and review Co-ordinator's role	Strategic Management Board	June 2006	MAPPP Co-ordinator
All agencies compliant with revised MAPPA guidance (due to be published 2006)	a) Guidance document to be circulated to practitioners in all agencies  b) Compliance monitored through management processes via SMB	All Agencies	December 2006	MAPPP Co-ordinator and agency leads
West Mercia SMB MAPPA to have a rolling three year business plan in place from June 2006.	To create business plan	Police to lead	June 2006	Superintendent Strategic Partnerships

The West Mercia LCJB and four Local Authority aligned Local Safeguarding Children's Board (LSCBs) to receive the SMB business plan	Action Plan to be distributed	Police to lead	September 2006	Superintendent Strategic Partnerships
Determine funding levels for sustainability of MAPPA.	Allocation of budget	SMB/All Agencies	September 2006	Agency leads

**2. MONITORING AND EVALUATION**

Outcome	Action	Agency	Timescale	Resource
<p>Active analysis of risk management to include</p> <ul style="list-style-type: none"> <li>* Risk management thresholds at level 2 &amp; 3</li> <li>* MAPPA offenders who commit further serious offences.</li> <li>* Attendance and level of co-operation between agencies at level 2 &amp; 3.</li> <li>* Monitor level 2 standards, quality assure and introduce improvements.</li> <li>* Review Procedures and Process.</li> <li>* Diversity profile of offenders assessed at level 2 &amp; 3.</li> <li>* to produce MAPPA performance indicators.</li> </ul>	Publication of performance indicators in Annual Report.	SMB/All Agencies.	Annually	MAPPP Co-ordinator
Improved management of level 2 & 3 offenders	To conduct serious case reviews for recognised level 2 & 3 MAPPA offenders who commit further serious offences. (To include Domestic Violence.)	SMB/All Agencies.	Ongoing	Chair SMB to lead

### 3. COMMUNICATION AND STRATEGIC PARTNERSHIP STRATEGY

Outcome	Action	Agency	Timescale	Resource
Increased awareness of West Mercia MAPPA arrangements within all agencies that have a duty to co-operate. To include Health, Childrens Services, Mental Health, Housing, Adult Services and Youth Offending Service.	Identified lead to be established within all agencies to include accommodation and education providers via West Mercia SMB, to promote MAPPA arrangements following gap analysis	All agencies	September 2006	Agency leads
Public confidence enhanced via publication of MAPPA Annual report and raising of public awareness.	Media strategy to be developed to promote public awareness of report.	SMB	Annually	MAPPP Co-ordinator

### 4. TRAINING STRATEGY

Outcome	Action	Agency	Timescale	Resource
Maximised opportunity for shared training arrangements	All agencies to provide detail of training opportunities.	SMB/All agencies	September 2006	Agency leads
Enhanced understanding of MAPPA process by Lay Advisors	Training for Lay Advisors	SMB		MAPPP Co-ordinator
MAPPA co-ordinator and key personnel to identify national developments and good working practice.	MAPPA Co-ordinator and key agency personnel to attend annual MAPPA Co-ordinator's conference	SMB	Annually	MAPPP Co-ordinator
National best practice disseminated and all practitioners, SMB members, MAPPA co-ordinator and administrator to be suitably trained.	<ul style="list-style-type: none"> <li>* Use of recognised accredited National training Packs.</li> <li>* Monitor compliance with training direction</li> <li>* Review effectiveness of training</li> </ul>	SMB/All agencies	Ongoing	MAPPP Co-ordinator

The National Overview of the Multi-Agency Public Protection Arrangements 2001-2006 can be found on the National Probation Service Website:

<http://www.probation.homeoffice.gov.uk/output/page30.asp>

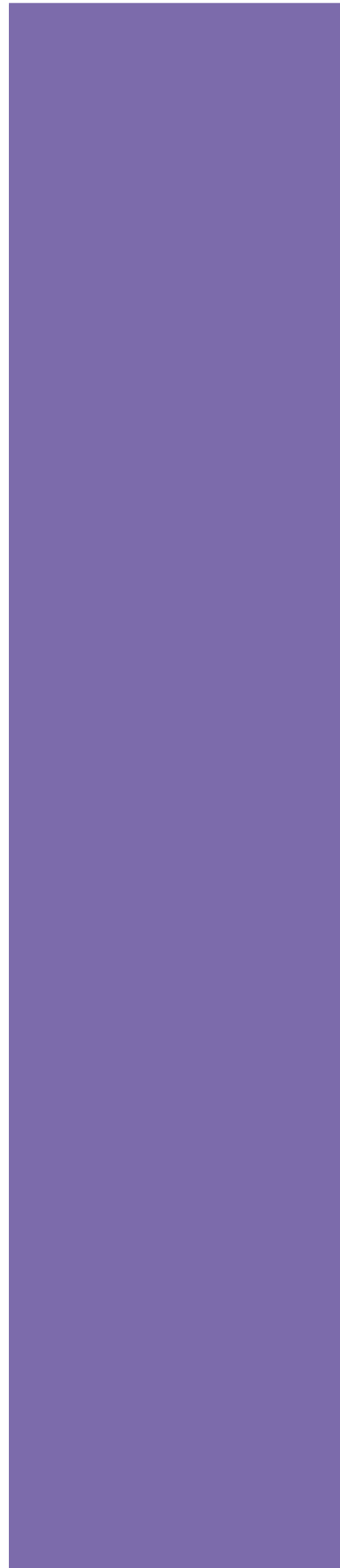
or on the West Mercia Probation website in the Publications section:

[www.westmerciaprobation.org.uk](http://www.westmerciaprobation.org.uk)

Alternatively, please contact Peter Clark, MAPPA Co-ordinator, for a copy (contact details in Section 7 of this report).

## ANNEX B

National Overview  
and 5 Year Review  
by the RANS  
(Responsible Authority  
National Steering  
Group)





## 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

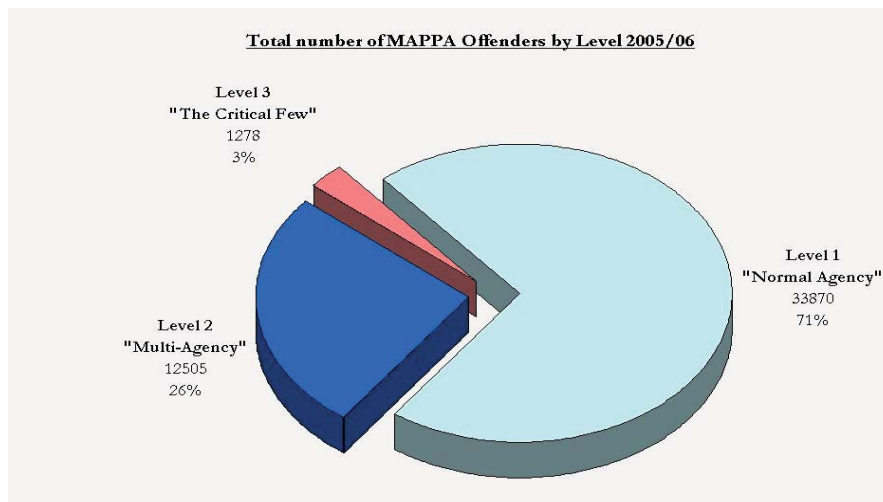
The number of offenders in the community that come within the remit of MAPPA increased this year, as anticipated, although the rate of that increase has slowed from last year (13% to 7%) - see Table 1. A number of factors may have contributed to this slow down. Firstly, the increase of registered sex 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

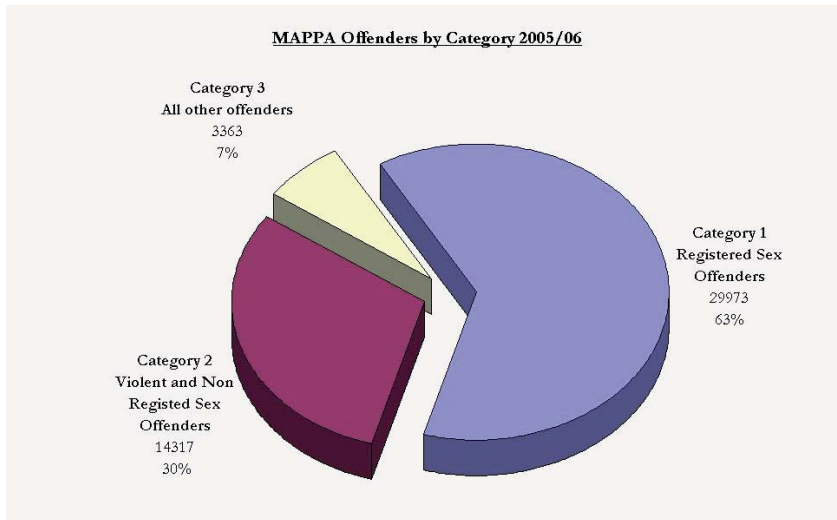
For the first time this year the MAPPA annual reports include a breakdown of the total RSO population for the basic policing units within each area (see individual area reports). This, together with the density of RSOs per 100,000 of the population, which ranges from 36/100,000 to 81/100,000 across the 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.

John Scott  
Head of the Public Protection and Licensed Release Unit  
National Offender Management Service

Terence Grange  
Chief Constable of Dyfed Powys Police and ACPO Public Protection Lead

Tony Robson  
Her Majesty's Prison Service

On behalf of the Responsible Authority National Steering Group