

The Rt Hon Priti Patel MP
Home Secretary
Home Office
2 Marsham Street
LONDON
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5th September 2022

Dear Home Secretary

Twenty years on, is MAPPA achieving its objectives? A joint thematic inspection of Multi-Agency Public Protection Arrangements

As required by statute, I am writing to you to respond to the Criminal Justice joint inspection entitled, 'Twenty years on, is MAPPA achieving its objectives? A joint thematic inspection of Multi-Agency Public Protection Arrangements'.

I welcome the report and the fact that it highlights the areas of good work as well as those areas which need improvement.

It is concerning that MAPPA use appears inconsistent across England and Wales and that the criteria is being interpreted differently, resulting in some cases not being referred for formal multi-agency management. I was pleased to note that the arrangements to manage the most serious offenders covered by levels 2 and 3 are working well but was concerned that this does not seem to be replicated nationally across level 1 offenders, who make up over 98% of offenders reviewed during this inspection, with only just over half of cases inspected receiving sufficient contact to support the risk management plans in place.

It is however important to note that there has been a significant increase over the last 10 years in the number of individuals who fall under MAPPA. Despite this increase, I am pleased to state that the workload for Gwent staff is currently being well managed by the Chief Constable and at 50.1 nominals per manager, is very close to the nationally recommended average of 50 nominals per manager. However, as the Chief Constable mentions in her comment below it is of the utmost importance that the wellbeing of staff in these critical roles is monitored:

Rydym yn croesawu gohebiaeth yn y Gymraeg, a phan ddaw i law, byddwn yn ateb yn y Gymraeg – ni fydd hyn yn gohirio ein hymateb. Os hoffech dderbyn gohebiaeth yn y Gymraeg o hyn ymlaen, neu os ydych wedi cael eich gwahodd i gyfweiliad neu gyfarfod ac yr hoffech ddefnyddio'r Gymraeg, anfonwch e-bost at: Commissioner@gwent.pnn.police.uk. Darperir gwasanaethau cyfieithu.

We welcome correspondence in Welsh and where received, we will reply in Welsh - this will not delay our response. If you wish to receive correspondence in Welsh hereafter or if you have been invited to an interview or meeting and you wish to use Welsh, send email to: Commissioner@gwent.pnn.police.uk. Translation services will be provided.

“I welcome this joint thematic inspection report from Her Majesty’s Inspectorate of Probation, Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services and Her Majesty’s Inspectorate of Prisons, which examines the work of police, prisons and probation and other agencies in delivering Multi-Agency Public Protection Arrangements (MAPPA).

More than twenty years since the introduction of MAPPA, the report highlights some areas of good practice such as strong leadership at a national level and also ongoing challenges, such as the inconsistent interpretation of MAPPA guidance across England and Wales. I am committed to working with partners in prisons, probation and other agencies to implement the recommendations within the report in order to keep the public safe. For example, in Gwent, we have recently introduced Multi-Agency Tasking and Coordination (MATAC) which has led to a significant increase in the number of domestic abuse perpetrators being referred into MAPPA as Category 3 offenders. This is an extremely positive step, but I accept there is further work to do to ensure consistency in our approach of MAPPA.

As the number of individuals who fall under MAPPA continues to grow, it is important to draw attention to the commitment and dedication of officers and staff working in departments who manage high-risk offenders and the impact on their wellbeing. As Chief Constable, the wellbeing of my workforce is a priority and enhanced levels of support are provided to officers and staff in these roles, such as mandatory psychological monitoring assessments to ensure declining health is picked up before individuals become unwell.”

On my behalf, my Deputy Commissioner chairs the Local Criminal Justice Board in Gwent at which offender management and MAPPA are discussed with partner agencies. All local criminal justice boards in Wales report to the Criminal Justice in Wales board which has oversight of the key areas mentioned within this inspection report.

My office also engages with the Gwent Safeguarding Board and the Violence Against Women, Domestic Abuse and Sexual Violence (VAWDASV) board, working proactively to ensure arrangements for safeguarding are in place. We have also recently established a VAWDASV policing in Wales task force with our partners which includes oversight of perpetrators of sexual violence and is co-chaired by the Deputy PCC.

As well as the key work mentioned above, my office is currently working with the Head of Criminal Justice and Offender Services Manager in Gwent Police to support the development of a Reducing Re-offending Strategy. Development work is still at an early stage and although we are still to formally agree the scope and approach of the strategy at chief officer level, it is proposed that the strategy will set out the vision in Gwent for dealing with offenders and will also offer a clear framework for all work undertaken by the force that relates to offenders. I have been assured by my office that the strategy offers a robust framework to bring together various areas of business related to offenders and will provide clarity to both operational and non-operational staff and senior strategic decision makers. This will prove particularly useful in making decisions around commissioned services that deal with offenders.

As required, please find an update on the recommendations for policing arising from the inspection report:

The Probation Service, police forces, and prisons should ensure that:

Recommendation 14: Category 3 referrals are made to manage individuals who present a high risk of domestic abuse where formal multi-agency management and oversight through MAPPA would add value to the risk management plan.

This is being undertaken and is also complimented by joint work with Probation regarding Wales Integrated Serious and Dangerous Offender Management (WISDOM) – which is managed by Integrated Offender Management (IOM) and the Criminal Justice Department.

There has been a large recent increase in domestic abuse perpetrators being referred into MAPPA as Category 3 offenders. The introduction of MATAC has assisted greatly with this link and the new Recency-Frequency-Gravity (RFG) tool will enhance it further. There is also a section inserted into MARAC minutes and referrals to consider a MAPPA referral.

Recommendation 15: There is a comprehensive training strategy for all staff involved in the MAPPA process that fully utilises existing training packages and makes sure they can enable staff in all roles to prepare for and present or contribute to a case in a multi-agency forum and understand how MAPPA fits with other multi-agency forums, such as Integrated Offender Management and Multi-Agency Risk Assessment Conferences (MARACs).

IOM, Criminal Investigation Department (CID), Public Protection Unit (PPU) teams and those involved in MARAC are all aware of how MAPPA fits with their roles.

The cohort of WISDOM nominals is a prime example of how officers understand how MAPPA links with MARAC, IOM and other multi-agency forums. This has been extended internally with the expansion and trial of MATAC to ensure that there is a multi-agency response to the highest risk domestic abuse repeat perpetrators. These are reviewed internally through this forum having been identified by local response and NPT officers. This forum then looks at internal and external disruption and enforcement opportunities to mitigate risk. The attendees of this meeting are all representatives of departments with multi-agency links through which risks can be escalated.

Gwent Police are aware that MAPPA guidance is changing and therefore the training package will need to be reviewed to ensure it remains fit for purpose.

Police forces should ensure that:

Recommendation 18: All MAPPA nominals managed at Levels 2 and 3 are allocated to a suitably trained police offender manager.

Gwent Police have provided reassurance that this is in place to a large extent. RSO and WISDOM nominals do have a suitably trained police offender manager in place. Some CAT 2 offenders do not have a police manager (due to location and WISDOM not being available), but they have a probation manager due to the life licence and the MOSOVO Detective Inspector will oversee any actions with the assistance of the MOSOVO intelligence officer.

Recommendation 19: Workloads for staff managing sexual offenders are reviewed against national expectations and, where found to be excessive, take steps for mitigation and communicate this to affected staff.

Gwent Police is currently managing this recommendation. National guidelines suggest an average of 50 nominals per manager, Gwent currently sit at 50.1 nominals per manager.

This is an extremely important area of policing and one which we cannot afford to get wrong. I will continue to work closely with the Chief Constable in this area and give my commitment to support the Chief Constable and our partner agencies in any way I am able to in order to ensure the people of Gwent continue to receive the service they expect.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Jeff Cuthbert', written in a cursive style.

Jeff Cuthbert B.Sc., MCIPD
Police and Crime Commissioner for Gwent