

West
Yorkshire

MAPPA

Annual Report
2014/15



Protecting
the people of
West Yorkshire

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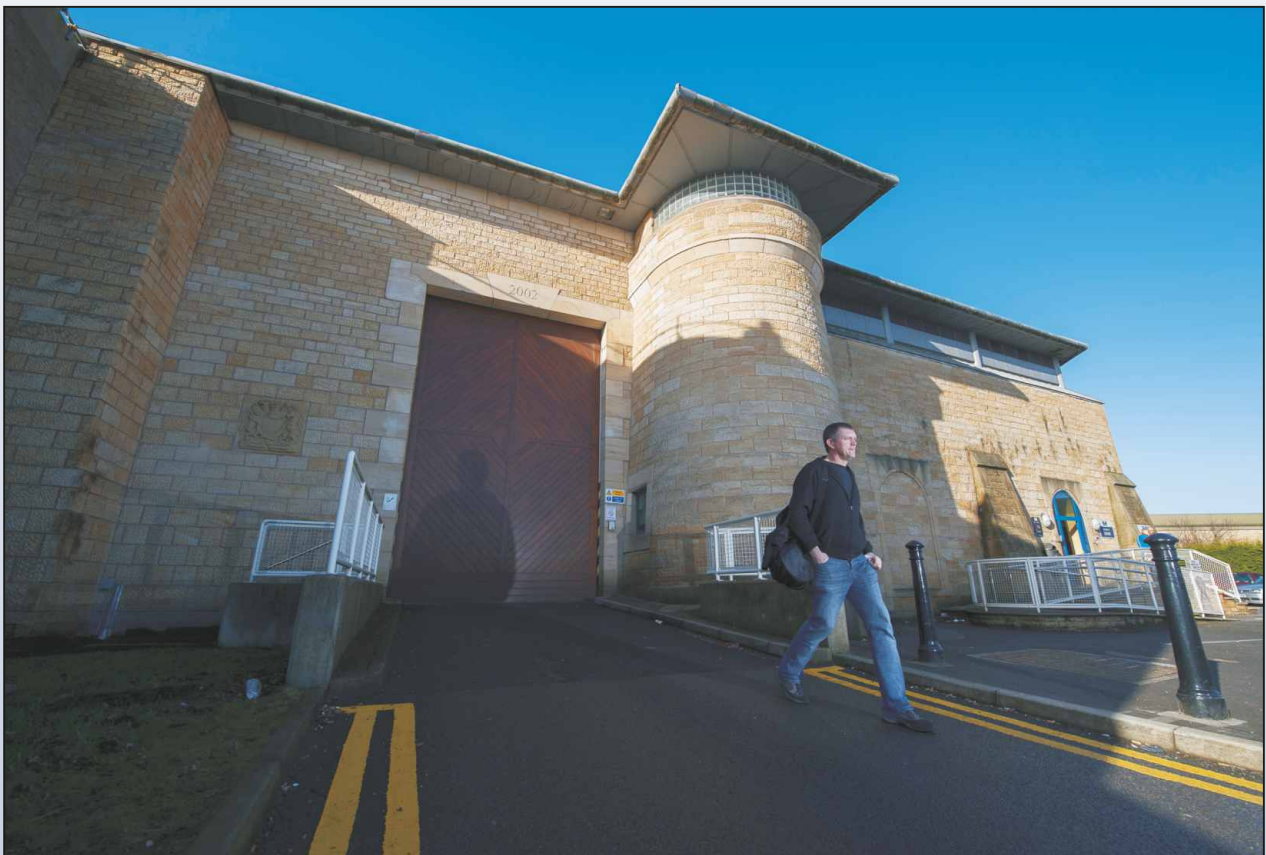
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Introduction

Welcome to the 2014 - 15 annual report of the West Yorkshire Strategic Management Board (SMB) for Multi-Agency Public Protection Arrangements (MAPPA).

The foundation of MAPPA is the partnership work between a whole range of organisations, both within and beyond the criminal justice system. By sharing information, jointly assessing risk, and co-ordinating activity, we are in a better position to protect individuals and local communities in West Yorkshire. These arrangements require a considerable investment of time and effort, but they are our priority. We have maintained our focus on violent and sexual offenders, but have also continued to develop arrangements to manage violent extremists and those convicted of terrorism related offences.

Whilst Police, Probation, and Prisons hold the prime responsibility for the effectiveness of MAPPA, they are actively supported by a diverse group of organisations including Youth Offending Teams, Children's Services, Health and Mental Health, Education, Home Office Immigration Enforcement, accommodation and electronic monitoring providers, to name just some. The aim is to get the right organisations around the table for each individual case when necessary.

As well as pooling the professional expertise of these organisations, MAPPA also benefits from the involvement of the Lay Advisor. Their role is to represent the public, by asking questions of MAPPA on behalf of local communities and by developing a sound knowledge of the operation of MAPPA, including observation of MAPP meetings for individual cases.

The MAPPA process commences whilst the offender is in prison or detained in hospital. Victims are informed of important milestones during the sentence, and their views are made known and taken into account when key decisions are taken. When release / discharge conditions are being considered, victim safety is of the highest priority. MAPPA processes become more intense when the offender is released into the community, and the management of risk continues to be reviewed by agencies in accordance with the specific risk issues of each case.

It is recognised that no system, however good, can provide 100% guarantee that an offender assessed

as dangerous will not go on the re-offend. However, last year more than 99% of MAPPA offenders did not go on to commit a serious further offence, and we will continue our efforts to reduce the risk posed by dangerous offenders in West Yorkshire. This report is intended to show how we go about achieving that aim.



Maggie Smallridge
Assistant Chief Officer / MAPPA SMB Chair
National Probation Service - North East (West Yorkshire)



Russell Foster
Assistant Chief Constable
West Yorkshire Police



Neil Richards
Deputy Director of Custody,
Yorkshire & Humberside

What is MAPPA ?

MAPPA Background

- (a) MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327b of the Criminal Justice Act 2003.
- (b) They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
- (d) The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and duty to co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and act as independent, yet informed, observers; able to pose questions which the professionals closely involved in the work might not think of asking. They also bring to the SMB their understanding and perspective of the local community (where they must reside and have strong links).



How MAPPA works

- MAPPA-eligible offenders are identified and information about them is shared by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.
- There are three categories of MAPPA-eligible offender: Category 1 - registered sexual offenders; Category 2 - (in the main) violent offenders sentenced to imprisonment for 12 months or more; and Category 3 - offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.
- There are three management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm. Level 1 involves ordinary agency management (i.e. no MAPPA meetings or resources); Level 2 is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at Level 3.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures.

All MAPPA reports from England and Wales are published online at: **www.gov.uk**

West Yorkshire MAPPA Statistics

MAPPA-eligible offenders on 31 March 2015

	Category 1 - Registered Sex Offenders	Category 2 - Violent Offenders	Category 3 - Other Dangerous Offenders	Total
Level 1	2,290	939	-	3,229
Level 2	41	21	7	69
Level 3	5	0	0	5
Total	2,336	960	7	3,303

MAPPA-eligible offenders in Level 2 or Level 3 by category (yearly total)

	Category 1 - Registered Sex Offenders	Category 2 - Violent Offenders	Category 3 - Other Dangerous Offenders	Total
Level 2	73	92	19	184
Level 3	7	5	1	13
Total	80	97	20	197

Registered Sexual Offenders cautioned or convicted for breach of notification requirements?

	Total
	47

Restrictive Orders for Category 1 offenders imposed by the courts

	Total
Sexual Offences Prevention Orders (SOPOs)	247
Notification Orders (NOs)	3
Foreign Travel Orders (FTOs)	0

Level 2 and 3 offenders returned to custody for breach of licence or sent to custody for breach of SOPO

	Category 1 - Registered Sex Offenders	Category 2 - Violent Offenders	Category 3 - Other Dangerous Offenders	Total
Breach of licence				
Level 2	9	12	2	23
Level 3	0	0	0	0
Total	9	12	2	23
Breach of SOPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sex Offenders per 100,000 population

	Total
	119

This figure has been calculated using the Mid-2014 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population published by the Office for National Statistics on 25 June 2015, excluding those aged less than ten years of age.

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2014 to 31 March 2015.

- (a) MAPPA-eligible offenders – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority (97.8%) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.
- (b) Registered Sexual Offenders (RSO's) – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”). Failure to comply with the notification requirement is a criminal offence which carries a maximum penalty of 5 years' imprisonment.
- (c) Violent Offenders – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration.
- (d) Other Dangerous Offenders – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.
- (e) Breach of licence – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.
- (f) Sexual Offences Prevention Order (SOPO) – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender's behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years' imprisonment.
- (g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.
- (h) Foreign Travel Orders – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.



How MAPPA Operates Locally

There are three MAPPA units in West Yorkshire – Bradford & Calderdale, Leeds, and Wakefield & Kirklees.

The Strategic Management Board (SMB) in West Yorkshire is chaired by an Assistant Chief Officer from the National Probation Service. The role of the SMB is to ensure the quality and effectiveness of MAPPA work in West Yorkshire.

It is impossible to eliminate all risk when offenders are being managed within the community, but the three agencies comprising the responsible authority are fully committed to ensuring that, through MAPPA partnership, risks are reduced.

Those agencies, West Yorkshire Police, National Probation Service - West Yorkshire and the Prison Service in Yorkshire and Humberside, have worked hard to develop clear and effective communication mechanisms and to build a strong professional relationship with other agencies.

The **Prison Service in Yorkshire and Humberside** prepares offenders for release from prison and provides key release information on hundreds of prisoners each year in advance of their release back into Yorkshire and Humberside, as part of an agreed and managed joint process with community agencies.

Through **National Probation Service - West Yorkshire**, MAPPA has access to a range of interventions and group activities, some of which seek to restrict offenders' actions and behaviours,

others try to help offenders change the way they behave. Licence conditions can impose restrictions on offenders such as exclusion zones. National Probation Service - West Yorkshire also works closely with victims of crime who have been affected by either a serious violent or sexual offence.

MAPPA enables **West Yorkshire Police** to coordinate with other agencies and contribute to the effective risk management of sexual and violent offenders. The West Yorkshire Police Safeguarding Units take a lead in the management of Category 1 MAPPA cases. Other officers who know the offender will contribute to risk assessment and action planning. Regular contact takes place between West Yorkshire Probation Officers and Police staff within Safeguarding Units.

The MAPPA Units coordinate meetings, undertake administration of MAPPA and provide a MAPPA Chair who objectively guides the meeting to develop a robust Risk Management Plan for each MAPPA Offender and holds agencies to account for completing the actions they have agreed to undertake. There is also a WY MAPPA Coordinator who acts as a bridge between the SMB and MAPPA agencies, supporting operational, policy and strategic development in accordance with SMB requirements and national MAPPA guidance, as well as acting as a single point of contact for other MAPPA areas and forging links at regional and national levels.



About Those Involved

How West Yorkshire Police works with MAPPA

West Yorkshire Police is committed to ensuring the safety of the public and MAPPA is an important way in which police and other agencies can co-ordinate their work in order to contribute to the effective risk management of sexual and violent offenders. The West Yorkshire Police District Safeguarding Units (SGU's) take the lead on behalf of the Force in the management of MAPPA cases overseen by the Safeguarding Central Governance Unit.

The five District Safeguarding Units have well established links with police at a local level. They routinely co-ordinate activities of other police resources including Neighbourhood Policing Teams, Divisional Intelligence Units and Protective Services Crime Team in order to address the risk posed by MAPPA managed offenders.

In practice, every MAPP meeting is attended by a Safeguarding Detective Inspector and, as required, other officers who know the offender and their offending history will attend the meeting and contribute to the risk assessment and action planning. The Detective Inspector is accountable for ensuring that actions relating to the police involvement in the management of the offender are carried out as agreed. Outside the MAPPA meetings, regular contact takes place between Probation Officers and Police staff working within Public Protection Units situated within the Safeguarding Units.

Effective risk management of MAPPA cases necessitates very close cooperation and understanding between agencies, not only during the MAPPA meetings, but also throughout daily activity around offender management. West Yorkshire Police has worked hard to develop clear and effective ongoing communication with the other responsible agencies within MAPPA, namely National Probation Service - West Yorkshire and the Prison Service, and has worked hard to build a strong professional relationship with other agencies subject to a duty to cooperate responsibility.

Considerable investment has been made in the use of the national ViSOR database as a means of sharing information and more effectively managing sexual and violent offenders by the Police, NPS -

WY and Prison Service. This development is continuing and ongoing.

It is impossible to eliminate all risk when offenders are being managed within the community but West Yorkshire Police remains committed to ensuring that, through a strong and effective MAPPA partnership, we reduce those risks as much as possible.



How the National Probation Service, West Yorkshire (NPS-WY) works with MAPPA

MAPPA is an essential element in how NPS-WY manages high risk violent and sexual offenders in the community. Probation Officers work closely with relevant agencies outside meetings to inform risk assessments and risk management. However, agency participation in the meeting enables full information sharing that provides the broadest perspective of the offender, their movements and actions and through the meeting we can implement and refine risk management plans to most effectively manage each offender.

MAPP meetings have the authority to harness resources from partners and agencies to deliver the risk management plan and can help to determine and coordinate appropriate actions for each organisation. Meetings provide a comprehensive view of each offender and agencies get an excellent overview, including understanding the overall risk management plan and contributing their own intelligence about the offender's behaviour. This third party information is vital in managing high risk offenders in the community, and ensures that by working together we are able to effectively protect the public.

An example of how this works in practice is in securing access to important services such as healthcare or accommodation. Staff at an appropriate level from relevant partner agencies are involved in the MAPP meetings and therefore decisions can be made immediately to fast track appointments with agencies, housing provision or other vital actions that can reduce reoffending. As meetings are held before offenders are released from prison, they also provide time for planning across a range of local services. All agencies are acting in partnership to achieve the best outcomes.

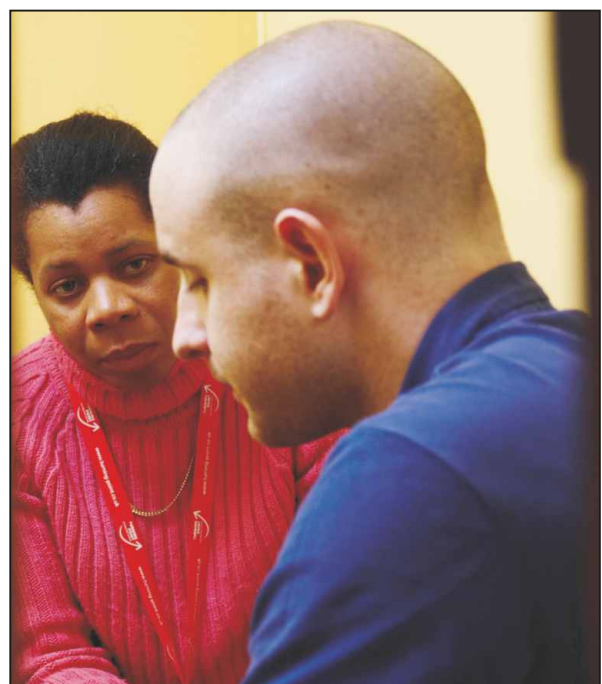
MAPPA has access to a range of interventions, some of which seek to restrict the offenders' actions and behaviours whilst others try to help the offenders change aspects of the way they behave. In conjunction with the West Yorkshire Community Rehabilitation Company, NPS West Yorkshire offers a number of group activities which address specific aspects of offending behaviour, these include:

- Medium and high intensity domestic violence groups
- Anger management and alcohol fuelled offending groups
- Groups for sex offenders

- Groups to address substance misuse (alcohol and drug) related offending including Stop Binge Drinking and Drink Impaired Drivers
- Groups to address Thinking Skills and one-to-one sessions to address behaviour associated with hate crimes

Licence conditions – Every offender released from prison is released on Licence. Licences can have additional conditions added which include exclusion zones, residence requirements, non contact conditions protecting the victim or preventing association with other named people, requirements to allow access to / remove computer equipment - to name a few.

Work with Victims – Liaising with victims is a key part of NPS-WY work. Anyone who is the victim of offenders sentenced to 12 months or more or detained under the Mental Health Act 1983 for a specified sexual or violent offence is contacted by the Victims Services Unit. The contact offered includes regular updates for the victims so they know what is happening to the offender – if their sentence has changed, if they are approaching parole, if they are moving prison or location and when they are released, including their licence conditions. Contact continues when offenders are released and until the end of their licence period. The Victim Services Unit also ensures that victims' views are raised in all appropriate forums including Parole Board hearings and MAPP meetings.





How Yorkshire and Humberside Prison Service works with MAPPA

Over the past twelve months, the Prison Service in Yorkshire & Humberside has continued its commitment to working with community partners, aimed at increased protection of the public from dangerous offenders. This commitment is strongest in relation to preparing offenders for release from prison, and ensuring adequate notice and advance briefings are passed to the Police and Probation in agreed cases.

The Prison Service has begun contributing to ViSOR. In relation to serious crime, the sharing of information and intelligence between the key agencies is now agreed normal practice. Additionally, this joint approach by the key Criminal Justice Agencies has been extended to include and jointly manage extremism and counter-terrorism.

In meeting these commitments over the past year the Prison Service has supported and provided key release information on hundreds of prisoners in advance of their release back into Yorkshire & Humberside as part of an agreed and managed joint process with the community agencies. Additionally, prison managers have made significant contributions to the strategic planning of MAPPA within Yorkshire and Humberside, contributing to joint training, business planning and

clear communication to increase public confidence. Training has been continued and developed to increase the knowledge and skills of prison staff across the public protection arena, including awareness on domestic violence and abuse, extremism, and raising understanding of the joint approach to protecting the public. Prison staff have made an increased commitment to external and joint training, in particular working alongside our Police and Probation partners.

Case 1

When 17 years old, AB admitted the Sexual Touching of 2 victims aged 7 and 12 years but rather than prosecute it was felt that he should receive therapeutic interventions due to his own experiences of neglect and exposure to abusive sexualised behaviour from known sex offenders he was brought into contact with.

For a significant period of time he was in residential care away from his home area, with close monitoring and therapy to try to address his behaviour. Upon reaching 21 years, the end of statutory responsibilities meant that the funding of the placement had to cease and AB returned to live independently in West Yorkshire. However, there remained concerns about his continued sexual preoccupation with children and it was felt that he still posed an imminent serious risk of harm towards children as it was clear he had not responded to therapy, had little self control and few resources to manage himself in the community. This led to the Police referring the case into MAPPA under Category 3 (Other Dangerous Offenders).

A series of MAPP meetings were held where a range of agencies shared information and considered steps that could be taken to protect the public. From the evidence provided it was felt AB lacked the capacity to provide for his own needs, that his own family were not able to protect or manage him, that there were risks related to him having free access to the internet and that further efforts were needed to get him to positively engage with interventions aimed at reducing his risk of re-offending.

Actions from the MAPP meetings led to AB agreeing voluntary residency in accommodation experienced in monitoring and managing the types of risks he

presented. Furthermore, a Learning Disability assessment was undertaken which concluded that AB did meet the criteria for a Deprivation of Liberty Safeguards (DOLS) order in relation to residency and care needs which provided control over where he resided. Contingency plans were agreed to pursue other legal restrictions if the DOLS order wasn't renewed – these included a Risk of Sexual Harm Order and Court of Protection ruling.

Eventually AB was moved with his agreement to suitable accommodation in an area where his risks could be more easily managed. Mutual agreement was reached in relation to Internet Access and the development of interest in appropriate adult activities. Satisfactory arrangements were facilitated so he could maintain some contact with his family whilst being protected himself. Arrangements were also made for contact with a psychologist in order to address offending behaviour. With this all in place and agencies effectively coordinating the risk management plan, the decision was finally made to remove the case from active MAPPA management although this could be reviewed should risk increase again or any circumstances change significantly.



Case 2

CD was convicted for possession, over a long period, of illegal weapons and materials including some that could have been used for extremist purposes. The offences and sentence made him a Category 2 (Violence) MAPPA case. He had a previous offending history, a strong interest in military weapons and there were possible indications of past involvement in extreme nationalist activity.

Formal referral for MAPP meetings was made whilst CD was still in custody due to concerns that he was disengaged from agencies, there were questions about his motivations for offending, it was unknown as to whether he had intentions to address his offending behaviour and clearly a concern that he potentially posed a very high risk of serious harm to the public. The complexities of the case, the large range of professionals potentially needing to be involved and the risk concerns led to the case being actively managed via MAPPA at Level 3, with senior agency representation to review the level of resources necessary to manage the risk posed.

Following numerous MAPP meetings over a period of 15 months, the following positive outcomes were achieved:

- Extensive in-custody work to engage CD and eventually facilitate assessment by various professionals including for possible personality disorder / mental health related issues that helped explain his motivations for offending.
- The development of an approach to interventions that was tailored to CD's personality needs and ensured both continued engagement and a greater likelihood of understanding future risks and intentions on his part, including in relation to possible extremist views or behaviour. This was facilitated via specialist psychologist and expert extremism support for the Probation Officer supervising CD.
- MAPPA was able to ensure the correct range of agencies and departments within them were included in meetings and the formulation of the risk assessment.
- This led to a clear and robust Risk Management Plan across the agencies involved which included:
 - An extensive list of restrictive licence conditions including residence requirements, an exclusion zone, additional curfew etc.

- The highest priority of response to any indication of increased imminence of risk of re-offending.
- An extended stay at a Probation Hostel following release from custody and additional work by Hostel staff to manage potential disengagement.
- The coordination of Police activities, including direct contact and monitoring, with other agency interventions.
- The restriction of access to and monitoring of any use of electronic equipment with internet capability.
- The development of links with wider family members who were positive in providing protections against CD re-offending.
- Support in CD obtaining appropriate employment which reduced risks.
- Significant input from housing in the offering and checking of suitable move-on accommodation.

Overall, the coordination of responses and the multi-agency agreement of how to implement the robust risk Management Plan led to the potential risks being significantly reduced. The case was therefore reduced to Level 2 management thus ensuring that oversight was retained, recognising there continued to be significant potential risks, but acknowledging the plan was being implemented and there was clear progress in reducing risk to the public.

A Lay Adviser's Perspective

As the MAPPA Lay Adviser for West Yorkshire throughout the previous six years I am pleased again to contribute some of my independent observations. These views are drawn from attendance at a variety of decision making meetings and in conversation with those involved in multi-agency work during the previous year.

Lay advisers are members of the public who volunteer on a part-time basis to observe the decision making process of agencies involved in MAPPA meetings. Attendance at the MAPPA Strategic Management Board (SMB) brings an independent perspective and plays an important contribution to the discussions that explore the effectiveness of multi-agency working, reviewing and monitoring past and current initiatives relating to public protection issues, and offering a public voice.

The role involves attending quarterly SMB meetings where the current MAPPA processes across West Yorkshire are discussed. An ability to listen and to express opinions in a formal environment is fundamental to the role. These contributions are partly derived from attendance and observations at MAPPA level 2 and 3 meetings across the region throughout the year and discussions with respective agency members. Arguably by not being an employee of the Responsible Authority or belonging to a duty to co-operate agency, I am able to adopt the role of an informed observer and my contributions reflect this as a 'critical friend' to the SMB.

Being a 'critical friend' when attending the district-held MAPPA level 2 and 3 meetings affords me the opportunity to listen and observe how the decisions are made without interfering in the process. Discussions after these meetings with members of the Responsible Authority, allow me to be critically supportive whilst also remaining appreciative of the people who are accountable for making these important decisions.

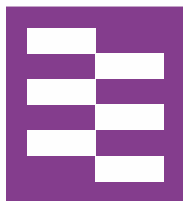
Since the last Annual Report, I remain mindful that the economic climate and recent political intentions continue to have significant consequences for the Responsible Authority and how each of these agencies has had to adapt to major changes. Having an independent voice has continued to allow me to ask questions pertaining to public protection. There are challenges for all concerned but observations and discussions have confirmed



that the ethos and standards of multi-agency working have not, as yet, been compromised and professional decision making continues to be vigilant around public protection issues.

As I am coming to the end of my second term I wish the future lay advisers success in their important independent roles and that they continue to offer critically friendly voices on public protection and multi-agency working.

**National
Probation
Service**



**WEST YORKSHIRE
POLICE**



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SERVICE**

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