

West
Yorkshire

MAPPA

Annual Report
2013/14



Protecting
the people of
West Yorkshire



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Introduction

Welcome to the 2013-14 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 put in place 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, UK Border Agency, accommodation providers and electronic monitoring providers. The aim is to get the right organisations around the table for each individual case.

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 MAPPA meetings for individual cases.

The MAPPA process commences whilst the offender is in prison. Victims are informed of important milestones during the prison sentence, and their views are made known and taken into account when key decisions are taken. When release 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. 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.



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



Russell Foster
Assistant Chief Constable
West Yorkshire Police



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What is MAPPA ?

- (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.justice.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2014

	Category 1 - Registered Sex Offenders	Category 2 - Violent Offenders	Category 3 - Other Dangerous Offenders	Total
Level 1	2,112	763	-	2,875
Level 2	43	5	1	49
Level 3	3	0	1	4
Total	2,158	768	2	2,928

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	87	121	25	233
Level 3	7	9	3	19
Total	94	130	28	252

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

	Total
	64

Restrictive Orders for Category 1 offenders imposed by the courts

	Total
Sexual Offences Prevention Orders (SOPOs)	186
Notification Orders (NOs)	4
Foreign Travel Orders (FTOs)	3

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	8	24	3	35
Level 3	1	1	1	3
Total	9	25	4	38
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
	110

This figure has been calculated using the Mid-2013 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 26 June 2014, 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 2014 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2014.

- (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 (96%) 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 and offenders disqualified from working with children.
- (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 of 12 months or more 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 a 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 the lead in the management of 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.



About Those Involved

How West Yorkshire Police works with MAPP

West Yorkshire Police is committed to ensuring the safety of the public and MAPP 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 MAPP 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 MAPP 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 MAPP 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 MAPP cases necessitates very close cooperation and understanding between agencies, not only during the MAPP 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 MAPP, 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 MAPP 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.

MAPPA 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 MAPPA 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 new 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 level 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 after serving more than 12 months 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 West Yorkshire work. Anyone who is the victim of offenders sentenced to 12 months or more for a 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 MAPPA meetings.

How Yorkshire and Humberside Prison Service works with MAPPA

Over the past twelve months, the Prison Service in Yorkshire & Humberside has increased 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 practice. Additionally, this joint approach by the key Criminal Justice Agencies has been extended to include and jointly manage extremism and counter-terrorism. In relation to serious crime, the sharing of information and intelligence between the key agencies is now agreed normal practice.

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 introduced 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

AB was detained under the Mental Health Act (MHA) Section 2 due to his “bizarre and psychotic” behaviour. Having previously been convicted of Grievous Bodily Harm for which he received 18 months imprisonment, he was deemed capable of causing a very high risk of serious harm. AB was also subject to a Deportation Order having been in the country for more than ten years without having permission to stay and living a transient life within West Yorkshire.

A MAPPA referral under Category 3 was received from the medium secure Mental Health Hospital responsible for his treatment. This revealed that in addition to the mental health, violent behaviour and deportation issues, there were concerns that AB was expressing extremist views including sympathies for “Islamic State” and their actions in Syria and Iraq. He had made direct threats to “behead” a doctor at the hospital, made statements about “joining the cause” and had previously made claims about being linked to “Al Qaeda”. However, from a medical perspective, AB was responding to treatment in relation to his mental health and the grounds for his detention under the MHA had been reviewed with the conclusion that legally he had to be discharged back into the community, albeit with support.

The referral was processed by the local MAPPA Unit and formally screened by the MAPPA Senior Probation Officer and Police Safeguarding Unit Detective Inspector. This led to links being made between the Police Regional Counter Terrorism Unit, Home Office Immigration and Enforcement (HOIE), the MH Responsible Clinician and Nurse, local Community Mental Health Services, the Government PREVENT scheme and Housing providers amongst others. Following

extensive information sharing about the identified concerns and case history, AB's Immigration status was confirmed and a plan was developed to prevent him having an opportunity to act on any of his threats or his stated extremist views. As AB was subject to a Deportation Order, he could be detained in an Immigration Centre pending final authority to remove him back to his native country, but this needed to be carefully coordinated between agencies.

The end result in this case was that AB was taken into HOIE custody at the point of being discharged from the MH Hospital and that the identified risks he posed were reduced. Whilst the case was never formally managed via MAPP meetings, it does highlight how MAPP Arrangements can facilitate effective and wide-ranging information sharing between local, regional and national agencies. In addition, this case demonstrates how the expertise of professionals can be pooled and enhanced thus enabling a lead agency to implement a Risk Management Plan. MAPPA provided the conduit for Mental Health colleagues to have their concerns recognised and acted upon through the support of agencies with the legal powers required.



Case 2

CD was convicted of rape committed whilst still subject to a previous custodial sentence imposed for indecent assault. Both offences involved strangers who were alone and vulnerable and whom he persuaded to go to secluded areas with him after apparently helping and “be-friending” them. He had previously been investigated in relation to an alleged indecent assault on an 11 year old girl. CD had been recalled to prison following evidence that he had breached licence conditions by not disclosing his relationship with a woman whom he'd actually married and was pregnant with their child. As a result, he was due to be released at his sentence end date without statutory restrictions or conditions apart from having to comply with the requirements of Sex Offender registration. CD was known to have converted to the Islamic faith whilst in prison but there was also evidence that he was susceptible to extremist views and behaviours.

Due to continued concerns about the risks CD posed to the public, especially women, and the potential for his involvement in extremism, the case was re-referred to MAPPA to agree how best to reduce risks, how to access resources despite the non-statutory status of CD and how to deflect him from extremist views / behaviours. The case was managed at Level 3 due to the resourcing issues and following extensive numbers of MAPP meetings over many months, the following positive outcomes were achieved:

- Probation Officer resource was secured and CD engaged in regular voluntary meetings to discuss his situation, risk levels and attitudes;
 - Initial release from prison was to a “Probation Hostel” on a voluntary basis which allowed additional support and monitoring;
 - A place on and voluntary participation in a Sex Offender Treatment Programme to address offending behaviour and risks;
 - Work was undertaken to address extremist views and this was so successful CD began to volunteer for a project giving talks on the dangers of extremism, especially in prison settings;
 - Additional visits were undertaken by Police during Ramadan to support CD through a time he identified himself as potentially risky;
- Checks into relationships and potential contacts with children were undertaken by Social Services.
 - CD was helped to access educational and possible work opportunities as “protective” factors against the possibility of his risk of re-offending increasing;
 - Relevant disclosure of CD's offending history to key community contacts was undertaken to facilitate “informed” support and additional monitoring of behaviour;
 - Future plans were developed to ensure CD continued to be supported beyond the eventual end of the formal agency non-statutory input;
 - and lastly, the case was reduced to Level 2 MAPPA management to reflect the progress and robust risk management plans in place.

A Lay Adviser's Perspective

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

Lay advisers are members of the public who volunteer on a part-time basis. Sitting on the MAPPA Strategic Management Board (SMB) they bring an independent perspective and play an important part in reviewing and monitoring the effectiveness of multi-agency working by reflecting the views of the public, in respect of sensitive public protection issues.

The role involves attending quarterly Strategic Management Board (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 at the SMB are partly derived from attendance and observations at MAPPA level 2 and 3 meetings across the region throughout the year. 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 '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 Report, I have attended the annual NOMS Lay Adviser Seminar that provided opportunities to discuss aspects of the lay adviser role with colleagues from across the country. This information exchange again highlights the independent roles of the adviser and their relationship with agencies involved in the MAPPA process.

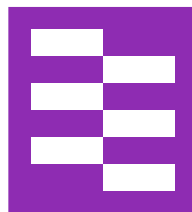
I remain mindful that the economic climate and recent political intentions continues to have significant consequences for the Responsible Authority. Having an independent voice has continued to allow me to ask questions pertaining to public protection. There are challenges for all concerned but the ethos and standards of multi-agency working have not, as yet, been compromised and professional decision making continues to be vigilant around public protection issues.





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**National
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