



# open

west  
yorkshire  
annual  
report  
09/10

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mappa

# introduction

## Welcome to the 2009/2010 annual report of the West Yorkshire Strategic Management Board for Multi Agency Public Protection Arrangements (MAPPA).

Keeping our communities safe is a priority. This report explains how the various statutory, voluntary and private agencies work together across West Yorkshire to achieve that.

By sharing information, assessing and managing any risks, the MAPPA system seeks to minimise the likelihood of reoffending and intervene at an early stage when issues arise.

MAPPA seeks to address the concerns of victims. The framework which is in place ensures that victims' concerns are heard and addressed when decisions are made about individual offenders. Those decisions are then communicated to the victim. This process, which has been in place for many years, ensures that all the available

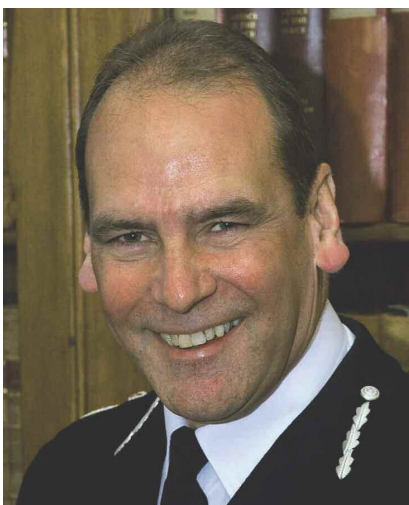
information is brought together and all the relevant agencies are fully briefed. This means that those agencies are in the best position to coordinate an agreed response to best manage the risk. The process begins while an offender is still in custody, intensifying as they approach a release date from prison and continuing when they return to the community. Through a combination of controls, treatment and monitoring, the risk can be reduced and managed.

The MAPPA system is headed by three "responsible authorities" - Police, Probation and Prisons. But it is further supported by a range of agencies as diverse as Health, Education, Children's Services, Youth Offending Teams, electronic monitoring providers and accommodation providers.

We know from experience that managing risk is complex and representatives of all the organisations involved in MAPPA make difficult decisions every day, in order to protect communities.

Whilst no system, however good, can guarantee an offender assessed as dangerous will never go on to reoffend, the systems are robust and more than 99% of MAPPA offenders under supervision will not commit a serious offence. We continue to read of course about the remaining small number of cases where things unfortunately do go wrong, but we remain committed to providing the best possible service and ensuring West Yorkshire remains a safe place to live.

We commend this report to you.



**Sir Norman Bettison**  
Chief Constable  
West Yorkshire Police



**Sue Hall**  
Chief Executive  
West Yorkshire Probation Trust



**Amy Rice**  
Regional Custodial Manager  
Yorkshire and Humberside Prisons

# the mappa framework

## What is MAPPA?

MAPPA is a set of arrangements to manage the risk posed by certain sexual and violent offenders. They bring together the Police, Probation and Prison Services in West Yorkshire into what is known as the MAPPA Responsible Authority.

A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.

The purposes of MAPPA are:

- to ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and
- to direct the available resources to best protect the public from serious harm.

## How does MAPPA work?

Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.

In most cases, the offender will be managed under the ordinary arrangements applied by the agency with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via MAPPA meetings attended by various agencies.

## Who are the MAPPA offenders?

Three categories of offenders are eligible for MAPPA:

### Registered Sexual Offenders

(Category 1) - sexual offenders who are required to notify the police of their name, address and other personal details, and of any subsequent changes;

### Violent Offenders (Category 2) -

offenders sentenced to imprisonment/detention for 12 months or more, or detained under some hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and

### Other Dangerous Offenders

(Category 3) - offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.

## How are they managed?

There are three levels of management which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:

### Level 1 - Ordinary Management

These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. But this does not rule out information sharing between agencies, via ViSOR and other routes.

### Level 2 - Active Multi-agency Management

The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPPA) meetings.

### Level 3 - Active Multi-agency Management

As with level 2 but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, and/or to provide ongoing senior management oversight.

## What is the role of the Strategic Management Board?

Senior representatives of each of the agencies involved in MAPPA form a strategic management board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

## What do the Lay Advisers do?

The responsible authority is required to appoint two lay advisers to sit on the SMB. The lay advisers 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 or have strong links.

## ViSOR

(Violent and Sex Offender Register), ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. The three MAPPA Responsible Authority agencies - Police, Prison and Probation - are able to work on the same IT system enabling the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce reoffending.

# how mappa operates locally

The Strategic Management Board (SMB) in West Yorkshire is chaired by a Director from Probation. Membership of the SMB comprises of senior representatives from a range of agencies, and these include Police, Prisons, health, housing, local authorities, and Victim Support. Two lay advisors also sit on the Board, and their role is to bring a citizen's perspective to the work of MAPPA.

The Board receives reports on a range of issues, such as the ability of health trusts to identify and monitor certain offender / patients, community involvement in monitoring and supporting sex offenders, and the quality of work with high risk offenders. This, plus the statistical data it receives, enables the Board to carry out its prime function of monitoring and developing the effectiveness of MAPPA throughout West Yorkshire.

During 2009/10 the Board had representation from the following agencies:

- Probation
- Police
- Prisons
- Youth Offending Teams
- Health trusts
- Group 4 Securicor
- Accommodation providers
- Social Services departments
- Victim Support
- Langley House Trust
- Education
- Jobcentre Plus

These agencies represent hundreds of individuals who work with dangerous offenders on a day to day basis, and whose aim is to protect the public of West Yorkshire. The Strategic Management Board acknowledges the commitment, skill, and dedication of those individuals.

The SMB recognises the need to protect children and to promote their welfare, and for that reason it has a representative on all 5 of the local Safeguarding Children Boards in West Yorkshire. All multiagency work is overseen by the West Yorkshire Criminal Justice Board, which contains high level representation from a number of agencies.



## case study

In July 2009, information about a registered sex offender from the Cheshire area was circulated after he failed to register his details with the police. The offender had been placed on the register following convictions for Possessing Indecent Images and Voyeurism after he was caught making recordings of his young step-daughter naked. Intelligence at the time was indicating the offender was using a canal boat to travel across four force areas. MAPPA played a key role in facilitating the timely dissemination of intelligence between forces. West Yorkshire officers were then able to conduct a timely operation that led to locating and arresting the offender on the Rochdale canal. He was subsequently convicted of failing to register and sentenced to five months in prison.



# 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 Child and Public Protection Unit (CPPU), part of Crime Division, takes the lead on behalf of the Force in the management of MAPPa cases.

The four CPPUs also have established links with police colleagues at a local level. They routinely co-ordinate activities of other police resources including Neighbourhood Policing Teams, Divisional Intelligence Units and Homicide and Major Enquiry Team, in order to address the risk posed by MAPPa managed offenders.

In practice, every MAPPa meeting is attended by a CPPU Detective

Inspector. 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 CPPU 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 West Yorkshire Probation Offender Managers and police staff working within Public Protection Units.

Effective risk management of MAPPa cases necessitates very close cooperation and understanding between agencies, not only during MAPPa meetings, but throughout daily activity around offender management. West Yorkshire Police, West Yorkshire Probation Trust and the Prison Service have worked hard to develop clear and effective

communication between the three agencies comprising the “responsible authority” and also to build a strong professional relationship with other agencies sharing a “duty to cooperate.”

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, Probation and Prison Services. 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 west yorkshire probation trust works with mappa

MAPPA is a valuable and essential resource from a probation perspective. While we will have liaised with agencies prior to the meeting in order to formulate our risk assessment (via OASys Offender Assessment System), agency participation within the meeting allows us to gain a broader perspective of the offender. The meeting has the authority to harness the resources of partners and agencies in implementing the risk management plan. Agencies with an involvement with the offender benefit from knowing the overall risk management plan and the contact details of the Offender Manager and continue to contribute intelligence about the offender's behaviour. This third party information is vital in reviewing and evaluating, and in ensuring our work is effective in terms of protecting the public.

An example of how this works in practice is in securing access to important services such as health or accommodation. MAPPA can ensure that access is speeded up and importantly allows for planning time that involves a whole range of local services. One agency is not acting alone and in isolation from other local services.

MAPPA has access to a range of interventions, some of which seek to restrict the offenders' actions and behaviours, others try to help the offenders change aspects of the way they behave:

## Accredited programmes

**IDAP** - Domestic Violence Programme, which combines the efforts of agencies including Probation, Police and women's charities. It uses feedback from victims to manage men convicted of domestic violence and ensure the safety of their partners.

**CALM** - Anger Management Programme which focuses on learning new responses to situations that trigger violence.

**Sex Offender Treatment Programme** - which teaches offenders new attitudes and behaviours in order to prevent the offender from committing more offences.

## Licence conditions

These restrictions can include imposing exclusion zones, non contact conditions denying the offender contact with the victim, stopping an offender using telephones with internet connection, or associating with other known offenders.

## Work with victims

The Probation Service works very closely with victims of crime who have been involved in either a serious violent or sexual offence. In West Yorkshire we have a Victim Services Unit which carries out this work in cases where the offender has been sentenced to at least 12

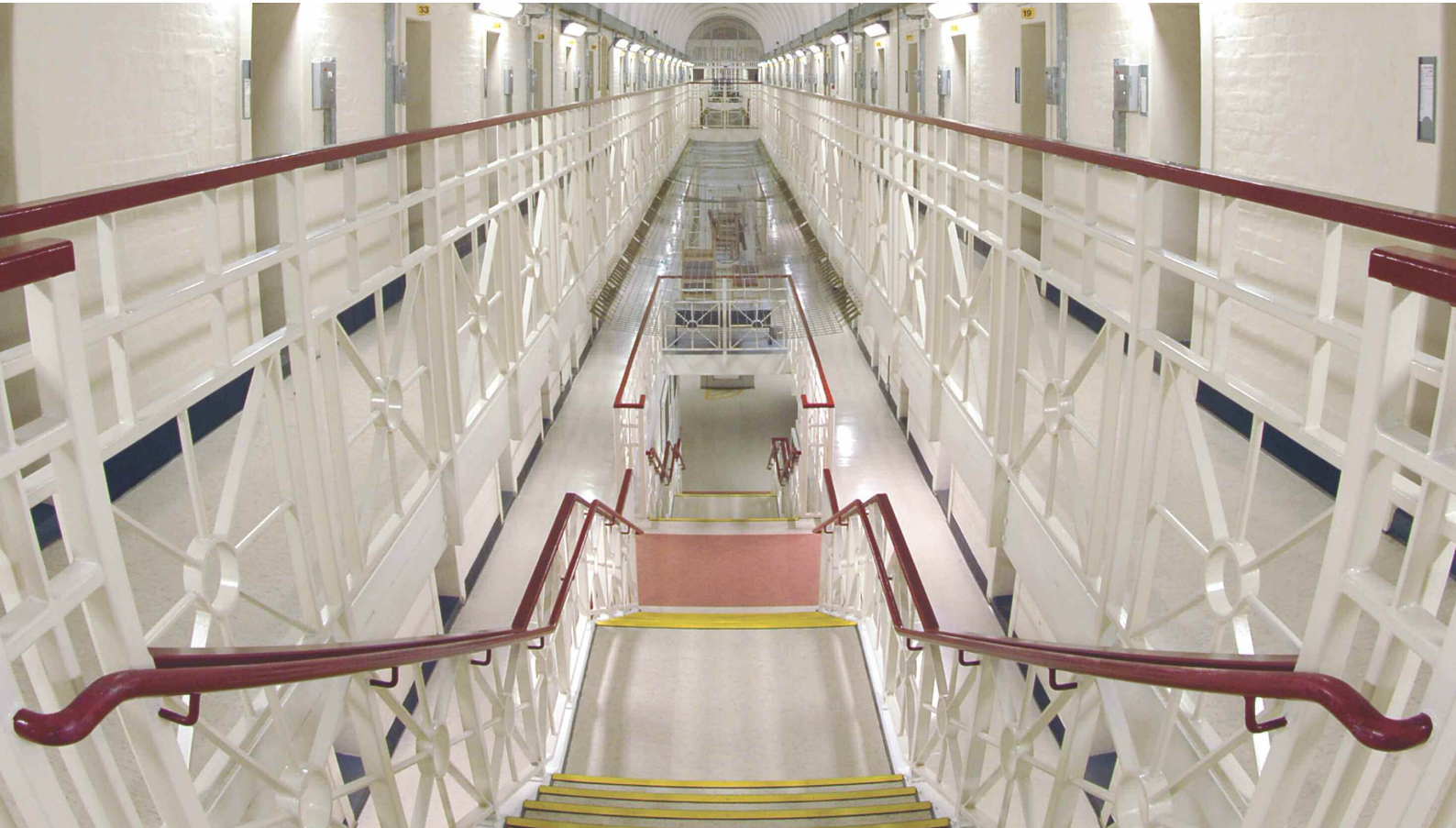
months in custody. We must try to consult victims at significant stages in the offender's sentence, and seek their views about relevant release licence conditions.

We must then inform the victim of any licence conditions which relate to them or their family, and the date on which any restrictions will no longer apply.





# how yorkshire and humberside prisons work 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 Services 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. These developments are supported by the revised MAPPA Guidance released in April 2009, with the simultaneous release of an updated Prisons Public Protection Manual.



# a lay adviser's journey

## Different landscapes and learning opportunities

Since last year's comments, my journey with the Responsible Authorities and certain 'Duty to Cooperate' agencies is becoming more established. Attendance at MAPPA meetings is accompanied by a welcoming greeting and acknowledgement of my lay adviser status, thus engendering a feeling of involvement without the onerous duties of decision-making. I'm made to feel like a 'critical friend' in a privileged position.

It has been several years since I attended a weekend conference and the Lay Adviser Training proved interesting and informative. Candidates converged from across England and Wales with diverse backgrounds but sharing one commonality, namely having been in post for a year or less. The varied presentations encouraged group discussions and mealtimes

afforded reflections on the day.

The metaphor of having to wait for a bus and then a number arriving at the same time mirrored the educational opportunities of this last year. Two further invitations allowed me to attend national and regional conferences. The former highlighted some national (and international) concerns and management strategies. The latter was grounded in good practices within the Yorkshire and Humberside regions. Furthermore the regional conference also allowed time to discuss with fellow advisers the ways they contribute to their respective Strategic Management Boards.

Developing a knowledge and appreciation of how the Responsible Authorities and 'Duty to Cooperate' agencies configure in the public protection arena remains a key objective. This

process continues to be facilitated by specific professionals within Probation, Police and Prison. Visits to a range of establishments and services have given me an insight and informed some of my contributions at the Strategic Management Board meetings.

Becoming a 'critical friend' is an on-going process and is to some extent influenced by my unique interpretation of the lay adviser role. Although I am primarily an observer, my contributions appear to be welcomed and I feel that I am in a privileged position to be able to offer views on public protection.



# statistical information

## Number of MAPPA eligible offenders at 31st March 2010

	Level 1	Level 2	Level 3	Total
Cat.1 (RSO)	1525	36	3	1564
Cat.2 (Violent)	520	19	0	539
Cat.3 (Other)	-	15	2	17

## Enforcement for offenders managed via MAPP meetings

Returned to custody for breach of licence:

Level 1	0
Level 2	54
Level 3	2
<b>Total</b>	<b>56</b>

Sent to custody for breach of Sexual Offences Prevention Order (SOPO):

Level 1	0
Level 2	1
Level 3	0
<b>Total</b>	<b>1</b>

## Further data on Registered Sexual Offenders

Location	RSO
Leeds North West	210
Leeds North East	191
City & Holbeck	164
Wakefield	220
Kirklees	306
Calderdale	140
Bradford South	176
Airedale & Bradford North	157

## Total number of registered sexual offenders in West Yorkshire per 100,000 head of population:

Total	75.64
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## Registered Sexual Offenders cautioned or convicted for breach of notification requirements:

Total	51
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## Sexual Offences Prevention Orders (SOPOs):

Applied for -	4
Interim Order issued -	0
Full Order issued -	128

## Notification Orders:

Applied for -	0
Interim Order issued -	0
Full Order issued -	0

## Foreign Travel Orders:

Applied for -	3
Interim Order issued -	0
Full Order issued -	3

# explanation/commentary

The totals of MAPPA eligible offenders, broken down by category, reflects the picture on 31 March 2010, (i.e. a snapshot). The rest of the data covers the period 1 April 2009 and 31 March 2010.

**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 and/or currently pose a risk of serious harm, although the majority (91% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

**Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

**RSOs per 100,000 population** – this figure has been calculated using the 2009 Mid-Year Population Estimate published by the Office for National Statistics on 24 June 2010, excluding those aged less than ten years of age. It is not directly comparable to figures published in previous years.

**Violent Offenders** – this category includes violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

**Other Offenders** – offenders who do not qualify under the other 2 MAPPA eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

**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.

**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 5 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 5 years' imprisonment.

**Notification Order** – requires sexual offenders who have been convicted overseas to register with police, in order to protect the public in the UK from the risks that they pose. Police may apply to the court for the order in relation to offenders in or intending to come to the UK.

**Foreign Travel Orders** – prevent offenders with convictions for sexual offences against children from traveling abroad where it is necessary to do so to protect children from the risk of sexual harm.



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Protecting the people of West Yorkshire

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