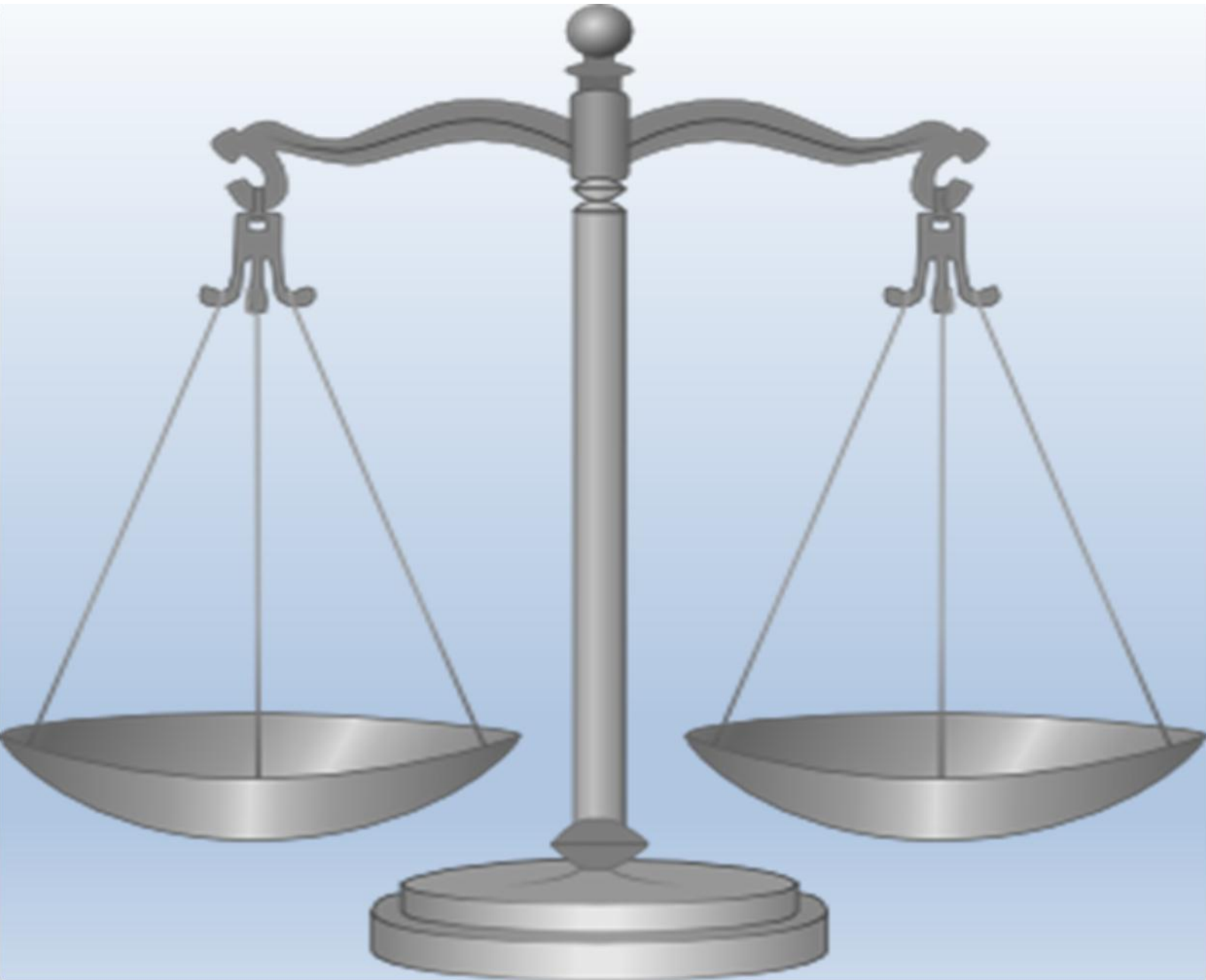




WEST YORKSHIRE



Annual Report

Introduction

Welcome to the 2016-17 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 a key priority.

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.

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. The involvement of and arrangements with Mental Health Services have also been a significant focus and improvements, such as a dedicated Information Sharing Process between Police and Mental Health, continue to be made. West Yorkshire MAPPA has also been involved in the national efforts to improve multi-agency responses to the issue of Serious Organised Crime which encompasses Child Sexual Exploitation, Human Trafficking, Gun and Drug criminality.

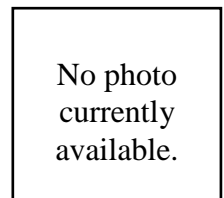
As well as pooling the professional expertise of these organisations, MAPPA also benefits from the involvement of the Lay Advisor. Their role is to represent the public, by asking questions of MAPPA on behalf of local communities and by developing a sound knowledge of the operation of MAPPA, including 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 key milestones during the sentence, and their views are made known and taken into account when 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 a 100% guarantee that an offender assessed as dangerous will not 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.



ACC Catherine Hankinson
West Yorkshire Police
SMB Chair



No photo currently available.

Joanne Atkin
Head of Service,
National Probation Service



Paul Foweather
Deputy Director of Custody,
Yorkshire & Humberside.

What is MAPPA?

MAPPA background

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.

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.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

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 DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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 between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 3 categories of MAPPA-eligible offender:

- **Category 1** - registered sexual offenders;
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; 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 levels of management to ensure that resources are focused where they are most needed; generally those involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2017				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	2610	1169	-	3779
Level 2	27	12	2	41
Level 3	1	0	0	1
Total	2638	1181	2	3821

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	73	75	13	161
Level 3	2	6	5	13
Total	75	81	18	174

RSOs cautioned or convicted for breach of notification requirements	45
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RSOs who have had their life time notification revoked on application	5
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	308
SHPO with foreign travel restriction	0
NOs	5

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	1	7	0	8
Level 3	0	1	0	1
Total	1	8	0	9
Breach of SOPO				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	132
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This figure has been calculated using the Mid-2016 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, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

(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 are actually managed under ordinary agency (Level 1) arrangements rather than via MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence that 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 MAPPA 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 Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. It requires the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant is under the age of 18 an application for an order should only be considered exceptionally.

(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) Sexual Risk Order (including any additional foreign travel restriction)

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has done an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements.

Individuals subject to indefinite notification will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applies from 1 September 2012 for adult offenders.

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>

West Yorkshire MAPPA in action

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 a senior manager from one of the Responsible Authority Agencies (National Probation Service, Police, Prisons) with the current chair being an Assistant Chief Constable from West Yorkshire Police. 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 responsible authority agencies 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 (NPS-WY)**, 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. West Yorkshire Police take a lead in the management of Category 1, Registered Sexual Offender MAPPA cases. Officers who know the offender will contribute to risk assessment and action planning. Regular contact takes place between Probation Officers and Police staff across West Yorkshire.

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 the Responsible Authority Agencies involvement in MAPPA

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 five West Yorkshire Police Districts take the lead in the management of MAPPA cases overseen by the Safeguarding Central Governance Unit.

The five policing Districts, namely Leeds, Bradford, Kirklees, Wakefield and Calderdale routinely co-ordinate local policing actions in order to address the risk posed by MAPPA managed offenders.

In practice, every MAPP meeting is attended by a 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 the local Police to ensure that each plan continues to be robust and effective so that the public remain protected.

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.

West Yorkshire Police remains committed to ensuring that, through a strong and effective MAPPA partnership, we reduce the risk, as much as possible from offenders who are being managed within the community.

How NPS-WY works with MAPPA

MAPPA is an essential element in how NPS-WY manages high risk violent and sexual offenders in the community as the NPS caseload is mainly comprised of these cases. Probation Officers work closely with relevant agencies outside meetings to inform risk assessments and risk management. However, Duty to Cooperate (DTC) agency participation in the meetings enables full information sharing that provides the broadest perspective of the offender, their movements and actions. Through the meetings 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 DTC 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. The NPS, in conjunction with the West Yorkshire Community Rehabilitation Company, 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.

Statement by Sarah Mainwaring, Head of Public Protection National Probation Service - NE Division

As the current Head of Public Protection for the NE Division of the NPS, I would like to take this opportunity to say thank you for being part of your local MAPPA.

MAPPA is fundamental to the effective protection of the public, management of offenders and the support of victims. This is not a task any of us can take on alone. MAPPA is composed of experienced and specialist Police, Probation and Prisons staff working comprehensively to be the single point of contact for all cooperating agencies - Youth Offending Services, Job Centres, Education, Housing and Health Services. Together we can share significant information, provide advice and training to the agencies and manage the risk posed by the most serious and complex offenders.

Key developments relating to MAPPA that I will oversee in the next 12 months are:-

- Ensuring any MAPPA Level 3 offenders have the appropriate input from the NE NPS Division Psychologist, Karen Saxby.
- Implement a consistent Job Description for MAPPA Managers via the Strategic MAPPA Boards.
- Embedding the new CSE definition in NPS practice and ensuring offender managers are confident in working with this group of offenders.
- Ensuring the continuous improvement of the 20 Approved Premises (Hostels) in the NE Division and maximising the usage of the 328 bed spaces we have.
- Effective identification and management of extremist offenders in the NE Division.
- Implementation and oversight of the new NE wide contract for Circles of Support.

Thank you again for your continued commitment to MAPPA and to the MAPPA staff for their professionalism and hard work. I look forward to working with you over the next 12 months.

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 continued 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.

MAPPA Case Study

X is a young man who left the care of his local authority having had a very troubled and difficult upbringing. During his time in care his behaviour had disrupted numerous placements and his problems continued past his 18th birthday when attempts were made to support him into independent accommodation. His relationships with family networks were strained and he had developed serious dependency on both alcohol and illegal drugs. His misuse of substances became so problematic that he would either be so intoxicated in public that emergency services were called to help him or his behaviour became so aggressive and threatening that Police were called. Often, having spent all of his money on drugs he would openly beg or demand money from the public and caused extensive difficulties at charitable food and shelter organisations trying to support people.

X started offending from a young age and over time was convicted for Battery, Attempt Robbery and Actual Bodily Harm amongst other offences. There were questions regarding his mental health and possible personality disorder as well as concerns that his behaviour was leading to a likelihood that he would become homeless as no provider would be prepared to house him. Prior to first being referred into MAPPA, he had been on licence following release from prison but had been recalled to custody due to his NPS Approved Premises bed being withdrawn due to drug use on the premises and unacceptable behaviour towards other residents.

He was due to be released “No Fixed Abode” but was considered to be a significant risk to the public, to his own mother and siblings, to people he associated with and to professionals (including Police) trying to work with him to control his behaviour. There was evidence that his behaviour was becoming ever more unpredictable, that he was increasing out of control / unaccepting of boundaries imposed, that he had a history of refusing help offered and that he had talked about an interest in Syria / carrying weapons to “protect himself”. In addition, he was known to self harm, had made threats to kill himself and was viewed as being vulnerable to exploitation by others.

Potentially a large number of agencies were likely to have involvement with X and previously they had mostly been reactive and uncoordinated in their responses, sometimes giving different messages or responses to situations which potentially undermined the activities of other agencies. Under MAPPA, the Lead Agency would be identified as the NPS and there would be opportunities to coordinate a Risk Management Plan (RMP) better able to manage the risks X posed. As X did not fit the automatic criteria for MAPPA eligibility the case was referred in under Category 3, “Other Dangerous Offenders”.

Multi-Agency Public Protection Panel (MAPPP) meetings (Level 2 & 3) were held with Housing, Health, Personality Disorder services, Street Outreach agencies, Voluntary Partners involved as well as Police, NPS and Prisons. A robust RMP was agreed which included an emergency Approved Premises bed, a disruptive curfew to reduce the likelihood of substance misuse and influence by negative associates, GP and CPN input, Neighbourhood Police briefings, Emergency Services alerts, escort from Prison gate and a range of move-on accommodation options. This was implemented by all agencies but unfortunately, on release from prison, X continued to refuse to comply, misused drugs, wouldn't accept support and was charged with further offences, which led to his recall to prison.

Despite this, MAPPP meetings continued to be held in order to maintain the focus and try to improve on the actions to manage X's risk. This resulted in a RMP that sought to improve X's cooperation from within Prison so this could be built upon in the community. This had some success in helping him reduce his drug misuse, receive health assessments / medication and in formulating a personality based approach to his supervision. Eventually X was re-released from Prison and the following was achieved as a direct result of MAPPA oversight:

- Stable, funded placement in supported accommodation which continues.
- More willingness to engage with services.
- Reduced alcohol use / maintained drug abstinence.
- Access to general and mental health services as required.
- A willingness not to visit his mother at home thereby reducing risks to children.
- Temporary employment
- Exit from MAPPA Category 3 into “Normal Agency Management” in recognition that agencies were working together in a planned and consistent way to manage the risks X poses.

A Lay Adviser's Perspective

This spring I completed my first year as Lay Advisor to the MAPPA Strategic Management Board. I came to this role with a significant Lay background, including at a national level and in chairing roles, and I had begun to see patterns in working of agencies, especially public sector agencies, good and bad practices when they worked as a multi-agency arrangement in public interest, and patterns of response to politically initiated changes - depending on what these changes meant, how they were explained, what the resources implications were, what was the level and pace of change expected, and what the organisational maturity of organisations and their inter-working was to handle such change. This background has helped me to hit the ground running in the MAPPA SMB role.

The good news for people of West Yorkshire is that I have so far seen no evidence that agencies involved in the multi-agency public protection arrangements are trying to perpetuate their own agenda or grind their own axe in the way they work with partner agencies. They show fair level of maturity in appreciating their Duty to Cooperate, are forthcoming with information and appear willing to play their part in the decisions made in the interest of public protection. They have, on the whole, also been welcoming towards me - as a critical friend and a fresh pair of eyes unbiased by processes and pressures within any of the agencies. Where I have requested, they have also been willing to give me some insight into work within their agency, and especially work related to offenders that are discussed in multi-agency meetings.

My first year in this role brought the county into headlines as it witnessed murder of one of its members of parliament. I found nothing to suggest that the crime could have been prevented had agencies co-operated better or that it occurred because agencies did not share information in a timely manner, though it brought into focus the overall limitations of the public protection regime. I don't believe any agencies, as they have worked so far, could have identified likelihood of this specific crime. This for me, brings into stark focus the limitations in public protection and whether we, as a society, need to go beyond currently followed techniques to prevent crime. Any such techniques won't in themselves, necessarily become part of MAPPA, though their inclusion will likely add to cases where agencies work more closely, looking at a subject holistically.

Where there have been instances of a particular agency not being able to give as much resource to success of MAPPA, I have provided specific feedback - on both individual MAPP cases and the wider MAPPA strategic management, though answers to many of these issues lie at a level higher than the county. It is well known that some of the agencies are under-resourced to the breaking point, while others, observing this, are extremely reluctant to co-operate with changes that come across as politically motivated. My lay work in other parts of public sector suggests that politically imposed change often ends up as a re-labelling and often de-stabilising exercise and that best positive change is usually achieved through resolute evolution through quantitative management and continuous improvement. I hope these will be principles underpinning future change in the offender management system.

Finally, knowing how lonely the position of a chair can be, and also knowing that on MAPPA SMB the chair also represents an agency, I have volunteered to serve in a "senior independent director" equivalent role on the SMB board - to support the SMB chair to perform at their best and to help maintain smooth inter-agency working. This, I trust, will continue to ensure the best possible inter-agency working across the county.

All MAPPA reports from England and Wales are published online at:

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