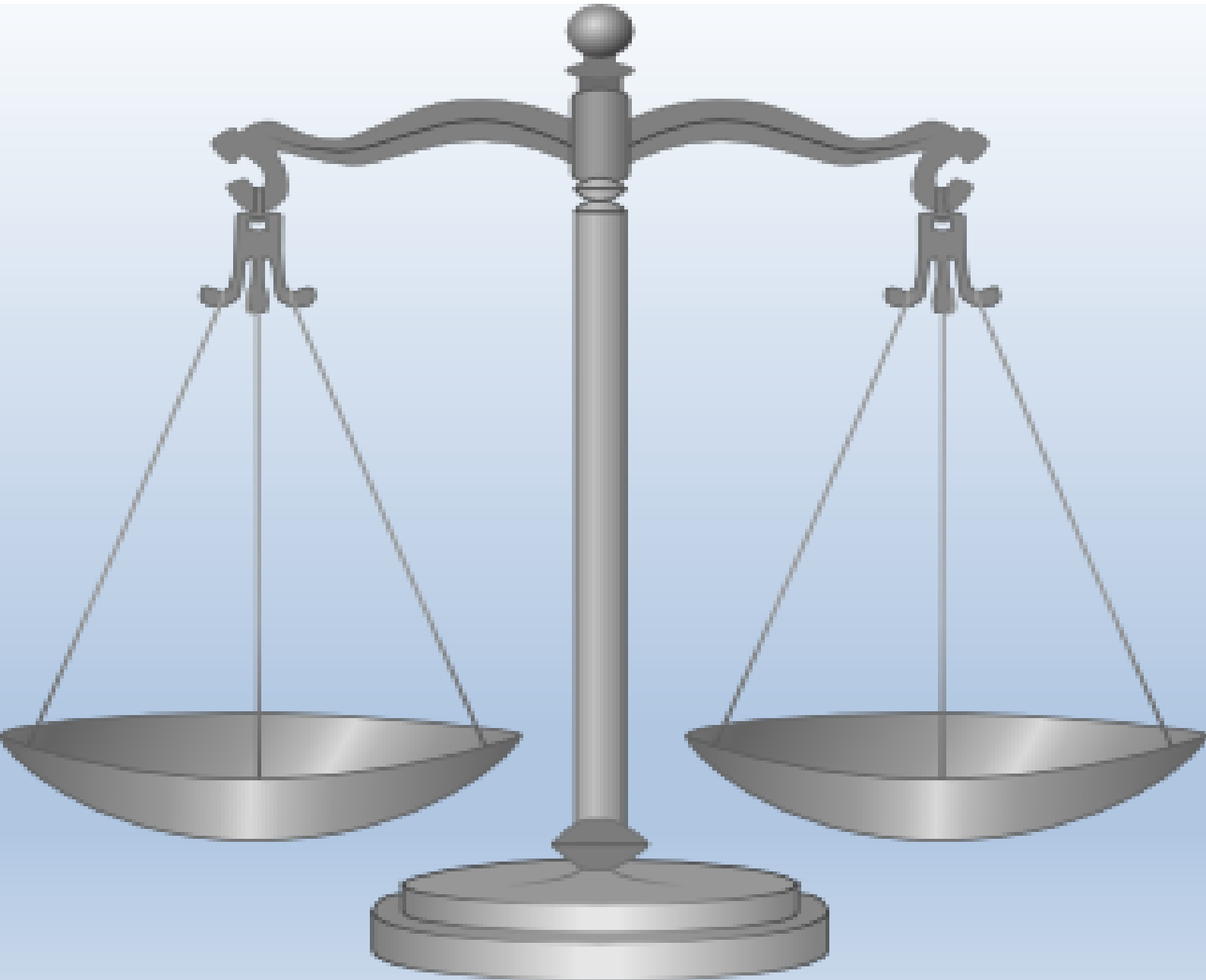




# WEST YORKSHIRE



# Annual Report 2017-18



# Introduction

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Welcome to the 2017-18 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 and Adults Social Care, 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 continue to be made despite the increasing pressures on all public services. 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 amongst other strands.

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



**Maggie Smallridge**  
Head of Service,  
National Probation Service



**Paul Foweather**  
Deputy Director of Custody,  
Yorkshire & Humberside.

# What is MAPPA?

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## 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](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2018</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	2763	1174	-	3937
Level 2	28	16	12	56
Level 3	1	1	2	4
Total	2792	1191	14	3997

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	67	90	26	183
Level 3	4	5	3	12
Total	71	95	29	195

<b>RSOs cautioned or convicted for breach of notification requirements</b>	47
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<b>RSOs who have had their life time notification revoked on application</b>	3
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	337
SHPO with foreign travel restriction	0
NOs	0

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	0
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<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	13	13	5	31
Level 3	0	0	0	0
Total	13	13	5	31
<b>Breach of SOPO</b>				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	140
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This figure has been calculated using the Mid-2017 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

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2018 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2017 to 31 March 2018.

**(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

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## 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.

## **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

Mr A is a serving prisoner having received a life sentence for the robbery and murder of an elderly victim in their own home. He had previous convictions and one in particular was similar to his index offence in that the victim was elderly and excessive violence, in the course of a burglary, was used. On that occasion there was also a sexual element to the offence. In accordance with the Criminal Justice Act 2003, Mr A's offence and sentence meant he fit the MAPPA criteria under Category 2: specified Violent Offenders serving 12 months custody or more.

Mr A had spent many years beyond the "tariff" (minimum period to be spent actually in prison) set by the Judge and during that time been assessed by an extensive range of professionals. Mr A was diagnosed as not having current mental health issues but as having Learning Difficulties due to low IQ. Furthermore, additional assessment concluded he lacked capacity to understand complex processes such as Parole Reviews and was unable to give meaningful personal evidence, even if appropriately supported.

Assessment also concluded he was unlikely to understand his current or future situations and could not retain the detail / purpose of a Risk Management Plan so would lack capacity to positively engage with it in the community. This raised the question as to whether the risk of harm / reoffending he posed could be managed effectively within the community without extensive support.

Mr A had not yet progressed to "open" conditions (the least secure prison regime) which are mainly used for offenders needing extensive preparation and support before being deemed suitable to be released on licence into the community. The reasons for this were varied and complex, including:

- Continuing difficult, disruptive and at times violent behaviour within prison, including assaults on staff, possession of improvised weapons, inappropriate "touching" of others etc.
- Refusal to undertake any further offending behaviour work within prison and difficulties in transferring learning into positive actions in real life situations.
- Deselection from a "Therapeutic Community" within Prison due to unwillingness to engage and making threats of violence to avoid having to talk about offending and personal issues.
- Continued assessments of potential high levels of risk of harm to others and a high level of imminence it would happen if released into the community.

However, the Parole Board identified a need to progress the case through the Prison system with a view to considering eventual release into the community. As a result, the case was referred into MAPPA and due to the complexity of the case and various barriers to developing a robust risk management plan that all relevant agencies could commit to, Level 2 management was initiated and continue currently. The barriers include:

- Differing assessments as to the level of care, support and monitoring that Mr A will require in the community and also of the level of capacity he has and what impact this has on risk management plans.
- Differing conclusions as to the type of environment Mr A should be moved on to e.g. a clinical environment with support from staff with forensic Learning Disability expertise or placement in a local residential setting with an additional support package from local services.
- Disparity in views as to how additional care etc should be funded and in terms of which agencies may be responsible for providing it.
- Concerns that assessments have concluded Mr A is unsuitable for some interventions, both in prison and the community, on the basis of his low IQ.
- Uncertainty from agencies that risk could be managed effectively if the Parole Board directed a move to open prison conditions, including risks associated with potential temporary leave from the Prison.

Although Mr A remains in custody, by utilising MAPPA, agencies have been able to share information more easily and influence the type of interventions available to him both in custody and potentially in the community. This has led to improvements in Mr A's engagement with professionals and more importantly in his interactions with others, with some evidence emerging of learning and changing behaviour when faced with confrontational situations. Most significantly, the facilitation of open discussion and clear definition of what a robust risk management plan would need to contain, has enabled agencies to work through many of the differences of views held and come to better agreements as to how to proceed for the benefit of public protection. This work continues and the risks Mr A poses remain but the case demonstrates how MAPPA can enable more joined up responses even in the most complex and challenging types of cases faced by agencies.

## A Lay Adviser's Perspective

This spring marked completion of my second year as Lay Advisor to the MAPPA SMB. While I was appointed through an open, competitive, apolitical process, and indeed I remain party-apolitical, I am a “ministerial public appointee”. I therefore naturally maintain an interest in studying whether and how the ministers settle into their roles, analyse their brief and look to make a long-term impact with commitment to their office. It also interests me to study whether and how ministers take interest in engaging with public appointees, many of whom work in the best public interest by stepping back from day-to-day management of individual agencies and providing the perspective of a “critical friend”. The Ministry of Justice has seen quite a bit of flux over recent years with 5 different Secretaries of State / Lord Chancellor. It leaves one wondering if stability at a ministerial level over a longer period might not help with operational stability at the “front-line” of the justice system? More locally, I have had my third SMB Chair in as many years, though here, happily, the successor has either been part of the SMB or from the same agency and well briefed, and the predecessor, following a secondment, is back contributing to SMB too. So thankfully there is a sense of continuity within the West Yorkshire MAPPA SMB.

The year since my last report has been eventful in many other ways too. Much has been heard about under-resourcing of the prison service and, up to a point, the probation service. As far as multi-agency public protection arrangement goes, there have been challenges keeping prisoners safe and reforming, and in the best state to return to the wider society. There have also been high profile cases like that of John Worboys that have revealed other areas of opacity and doubt in the overall criminal justice system. Then there has been the Lammy review – a matter of fact, but one on which few have thought beyond the obvious statistics and about the root causes and patterns of difference between people who have similar “visible ethnicity” but distinct cultural and societal ethnicity and ability & opportunity to join mainstream society and live the “British dream”. All in all, it has been a busy year in the justice and offender management space.

I have been busy too. This year, after gap of a few years, the SMB initiated multiple reviews of cases where MAPPA offenders had been charged with new serious offences. I was glad to see the openness and consideration of public interest shown by all around the table and many, like me, saw the value in conducting a high-quality review led by an independent chair. The discussion though, also revealed how cash strapped partner agencies have been and how much harder it could be to fund multiple reviews and maintain high regard for openness and public interest, if agencies lacked the wherewithal to back this with the necessary funds to commission independent review. It could hit smaller counties especially hard, as while a smaller county might have smaller budget and lower level of contingency funds, the cost of a serious case review is not necessarily proportionately smaller.

This year also saw a MAPPA Lay Advisors' national conference – after several years gap. It was quite well structured and I enjoyed learning from colleagues from all around England and Wales and meeting near colleagues such as from Central Lancashire and South Yorkshire. It led me to thinking it is a bit strange the way some of the offender management agencies have been organised. I see the whole of the Northern Contiguous Urban Region – from Merseyside, through Manchester and Central Lancashire, the West Riding (including South Yorkshire, of course) to York & Hull, as effectively one contiguous urban area comparable to London & the South East. The demography has many similarities and the offenders often treat the region as a single patch. It therefore feels a bit artificial to treat counties and even the Pennines as having some sort of borders in the management of risk. There must always be a strong case for greater engagement at all levels on matters of public protection.

Having discussed with SMB colleagues the issue of unpredictability of serious case reviews in any year and MoJ's duty to the public to conduct these to the highest quality and with due independence, I also spoke at the conference on expediency in holding a central budget and perhaps a panel of high quality independent review chairs within MoJ to achieve this. The idea was well received by both MoJ colleagues and Lay Advisors so it will be interesting to see if it is adopted. Perhaps there is a wider case for bringing greater independence & objectivity in public life / services across the board and encouraging genuine outsiders in key positions of scrutiny & governance in all our public bodies.

So, in summary, a challenging and varied year with continued change for many of the agencies involved in MAPPA across West Yorkshire, though comfort in observing continued commitment to co-operate for public protection through MAPPA.

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

[www.gov.uk](http://www.gov.uk)

National  
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WEST YORKSHIRE  
POLICE