



Multi Agency Public Protection Arrangements

# West Yorkshire



## Multi-Agency Public Protection Arrangements 2023-2024 Annual Report



# Introduction

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**MAPPA SMB Chair – Assistant Chief Constable Damien Miller.**

On behalf of the Multi-Agency Public Protection Arrangements (MAPPA) Strategic Management Board (SMB) I am pleased to present the 2023-2024 annual report. This is intended to provide an insight into the MAPPA arrangements across West Yorkshire and highlight the hard work across the partnership to protect and safeguard our communities.

Established under the Criminal Justice Act 2003, MAPPA creates a statutory responsibility and legislative framework to ensure the robust management of sexual, violent or other dangerous offenders. The Police, Prisons and Probation work closely together as the Responsible Authority (RA) and are supported by the expertise and resources of the Duty to Co-operate agencies including Housing, Social Care, Health, Youth Justice, Electronic Monitoring Services, Home Office immigration, DWP and Education.

As a partnership we are committed to the sharing of information to appropriately assess and manage those individuals who pose the greatest risk of harm to our communities. Each agency contributes effectively to an environment where professional challenge is encouraged and accountability is embedded. This culture challenges each agency, and the SMB, to strive for continuous improvement resulting in more effective supervision and better public protection. I would like to thank all partner agencies involved with MAPPA for their professionalism, hard work and dedication with what is a complex and difficult task.

I would also like to extend a welcome and thank you to Mr Martin Crick, the newly appointed Lay Advisor who will act as a critical friend and provide an invaluable independent perspective to the MAPPA process and SMB.

The SMB will continue to take everything we have learnt through this period of delivery to develop even stronger working practices and approaches to MAPPA throughout the coming year.

# What is MAPPA?

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MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) 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, Department for Work and Pensions and Local Housing and Education Authorities.

Local Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA within their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA SMB.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA-eligible individuals. They 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 individuals 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 more senior oversight and structured multi-agency management. In such cases there will be

regular MAPPA meetings attended by relevant agency practitioners.

There are 4 categories of MAPPA-eligible individual:

- **Category 1** –subject to sex offender notification requirements;
- **Category 2** – mainly those convicted of violent offences and sentenced to 12 months or more imprisonment or a hospital order;
- **Category 3** – individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.
- **Category 4** – terrorism convicted and terrorism risk individuals

Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

There are three levels of management to ensure that resources are focused where they are most needed; generally those presenting the higher risks of serious harm.

- **Level 1** is where the individual is managed by the lead agency with information exchange and **multi-agency support** as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the individual.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of individuals who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enables the safe transfer of key information when high

risk individuals move between areas, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system, 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

## MAPPA-eligible individuals on 31 March 2024

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	3380	1604	-	4984
Level 2	64	93	26	183
Level 3	7	4	3	14
Total	3451	1701	29	5181

## MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	44	77	41	162
Level 3	8	5	3	16
Total	52	82	44	178

Category 1 cautioned or convicted for breach of notification requirements	155
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Category 1 who have had their life time notification revoked on application	0
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## Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	330
SHPO with foreign travel restriction	0
Notification Order	8

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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## Level 2 and 3 individuals returned to custody

Returned to custody for breach of licence	Category 1: Subject to notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	9	15	11	35
Level 3	2	2	1	5
Total	11	17	12	40

Breach of SHPO	
Level 2	0
Level 3	0
Total	0

Total number of individuals subject to sex offender notification requirements per 100,000 population	165
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This figure has been calculated using the mid-2022 estimated resident population, published by the Office for National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.

Consistent with previous publications, this figure should be based on mid-2023 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2023 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2023 estimates.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2024 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2023 to 31 March 2024.

**(a) MAPPA-eligible individuals** – there are individuals defined in law as eligible for MAPPA management because they have committed specified sexual, violent or terrorist offences or they currently pose a risk of serious harm. The majority are managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible individuals living in the community. They do not include those in prison or detained under the Mental Health Act.

**(b) Subject to Sex Offender Notification Requirements** – 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.”) These individuals are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that carries a maximum penalty of 5 years’ imprisonment.

**(c) Violent Offenders** – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

**(d) Other Dangerous Offenders** – individuals who do not qualify under the other MAPPA-eligible categories, but have committed an offence that indicates that they pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by whichever agency has the primary responsibility for them.

**(e) Terrorism and Terrorism Risk Offenders** – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorism-related activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

**(f) Breach of Licence** – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

**(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders are intended to protect the public from individuals convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions and/or positive obligations on their behaviour. They require the individual 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 on the balance of probability 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 individual. In the case of an order made on a free standing application by a Chief Officer, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP), the chief



officer/NCA/BTP/MODP must be able to show that the individual has acted in a way since their conviction that makes 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.

**(h) Notification Order** – this requires individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Individuals have a right of appeal against notification.

**(i) 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, NCA, BTP or MODP where an individual has committed 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an SRO are recorded on VISOR as a Potentially Dangerous Person (PDP).

**(j) Lifetime notification requirements revoked on application** – Qualifying individuals may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain subject to notification requirements for life, if necessary.

Individuals 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.

# West Yorkshire MAPPA

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

The Strategic Management Board (SMB) in West Yorkshire is currently chaired by the Assistant Chief Constable, Mr Damien Miller. The role of the SMB is to ensure the quality and effectiveness of MAPPA work in West Yorkshire.

Although it is impossible to eliminate all risks when offenders are being managed within the community, the three responsible authority agencies; Police, Probation and Prisons are fully committed to ensuring through MAPPA partnerships, risks are reduced to ensure the continued safety of our communities.

Through HM Prison and Probation Service, 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. The Probation Service also works closely with victims of crime who have been affected by either a serious violent or sexual offence.

The Prison Service 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.

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.

# Case Study – MAPPA in action

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X was referred for Level 2 management by their Probation Officer. They were sentenced to custody for 18 months with post-sentence supervision (PSS) having committed offences of robbery, exposure and racially aggravated common assault. X was assessed by Probation as presenting a high risk of serious harm to the public, children, staff and self, medium risk of harm to prisoners/residents and low risk of harm to known adults.

Probation made the referral into the Level 2 MAPPA arena when X was serving their prison sentence. The referral was made given that X posed a risk to staff as they could be very aggressive and abusive. X believed that staff were against them, especially when they read information in reports that they did not like. X had a very poor compliance with licence conditions and orders.

X had complex needs requiring a multi-agency approach to manage these and therefore reduce the risk of harm posed. In addition, X was going to be a parent for the first time, and it wasn't clear how they would react to this; if they could safeguard a child and how they would react if the child was removed from their care. At the formal screening meeting it was agreed there would be 'added value' in bringing the case into Level 2 management to share information, co-ordinate the support for X and sequence interventions to reduce the risk of recidivism.

X had experienced significant trauma as a child, likely resulting in their substance misuse, poor mental health issues, lack of trust with professionals and no stability. X was diagnosed with Emotional Unstable Personality Disorder, had a history of self-harm, threats of suicide, low mood, anxiety and paranoia. All these factors increased the risk of harm posed by X. They were also a victim of domestic abuse, highlighting some of X's many vulnerabilities. Working in a trauma informed way by all agencies involved was therefore very important.

An initial Level 2 MAPPA meeting was convened for X. At this meeting Probation, Police, Prison Offender Management, local authority housing, Probation homelessness prevention team, children's social care, Mental Health representatives and substance misuse services were present. Reports were received from multi-agency risk assessment conference (MARAC) and a domestic abuse support agency. The Victim Liaison Officer was not present as the victims did not want to opt into the scheme but the impact on victims was noted at the meeting and victim safety planning remained relevant as it always is in MAPPA meetings. The meeting also had to consider X as a victim and what safety planning had to be put in place around them and any children for the future.

In the multi-agency meeting, agencies worked together to formulate a risk management plan based on the 4 pillars of risk management, namely: supervision, monitoring and controls, interventions and treatment and victim safety planning. By understanding the risks posed by X and balancing their needs, agencies were able to sequence interventions and appointments appropriately, whilst also sharing information in order to support each agency's assessments, particularly around the child. X was very appreciative of this approach as it reduced feelings of being overwhelmed so they could focus on each intervention.

An important intervention for X was working on their recovery around substance misuse. X's recovery worker was able to give a very clear account on X's progress and how best to approach questions/assessments relating to X's previous drug misuse to not trigger them and undermine their progress. Such were the complexities of this case that having an arena to share this type of information allowed for agencies to work more effectively with each other and with X to allow them to make progress.

By the third Level 2 meeting, X had made significant progress that could evidence a reduction in risk from high to medium. Apart from one lapse in drug misuse, X was drug free and in recovery,

accepting of support from children services and stable enough to start a parenting assessment for their child to remain with them full time. This was only achieved through housing working hard to find suitable accommodation. Attendance at the meeting provided them with an understanding of X's needs to identify the most appropriate housing pathway for them.

To summarise, this case was very complex with a high risk of recidivism and many unknowns relating to X's reaction to them becoming a parent. There had to be a lot of monitoring and information sharing as a result. Due to the intense MAPPA involvement, there was a more collaborative approach to the rehabilitation and risk management of X for the protection of victims, staff and the wider public. The protection of X and the safeguarding of the child was also central to MAPPA involvement.

The stability X had secured in their life through a co-ordinated approach by agencies opened the doors for X to rebuild positive relationships with family. The MAPPA Risk Management Plan not only looked at the present situation for X, but built in longer-term support so they could sustain the progress made.

J Hines, MAPPA Chair

# Lay Advisor Perspective

I took up my post as lay adviser just a few months prior to the end of 2023/24. The timing coincided broadly with the Chairship of the SMB passing to the Police - and with hindsight, there were, perhaps, advantages to starting the role, and bringing my fresh perspective, at a time of change and renewal for the SMB generally. My predecessor as lay adviser, Mr. Amit Bhagwat, had been in post for 7 years and I should start by thanking him for his service and dedication. I hope I can continue to offer the same strong, independent and constructive support and challenge that Mr. Bhagwat was able to offer to West Yorkshire MAPPA for so long.

Following my appointment, I launched straight into a busy induction agenda which included visits to some of the Responsible Authority agencies. This helped me to understand, first hand, colleagues' experiences, ideas and any frustrations. I would like to thank those who were so generous with their time and so patient with my questions. Your insights were really enlightening and I hope to be able to offer better advice to the SMB as a result.

One of my first substantive tasks following my appointment was to join a serious case review (SCR) panel. Though naturally a sobering and humbling introduction to MAPPA, it also embedded two important lessons that I will carry with me throughout my tenure in this role. First, I was left in no doubt about the critical importance of the contribution of each person in each MAPPA agency involved in a MAPPA offender's journey. Second, the SCR brought into sharp focus that the protection of the public is at the heart of everything we do; MAPPA might be a set of arrangements but the decisions and actions we take often have vitally important consequences for real people. That should always be at the forefront of our thinking.

Another of my initial tasks was contributing my "critical friend" perspective at a MAPPA improvement workshop in January 2024. This was a great opportunity to meet so many of those involved in MAPPA in the region - to hear their perspectives on what works well and to look for opportunities to do even better. Regular reflective exercises like this are critical - not just to improving the processes and mechanics underpinning the MAPP arrangements, but also the dynamics of the relationships of those involved. It was a productive day and I hope to see more exercises like this in future.

Continuous improvement is also a theme on the Quality, Performance and Training sub-group of the SMB of which I am also a member. I've been impressed with the commitment to reflective learning and will continue to offer challenge, through this group and the SMB, wherever I see opportunities to do things better.

Finally, I would like to thank Saima Rinah, our MAPPA co-ordinator, Chief Inspector Wayne Horner, and ACC Damien Miller, our SMB Chair, who have each been wonderfully supportive and welcoming in my first few months. The responsibility of giving a community perspective on such serious issues is not one I take lightly. Yet, to get maximum value from the lay adviser role, we need both infrastructure and leadership that facilitate and give due weight to the lay perspective. So, I am pleased that in West Yorkshire, the lay adviser role is clearly an integral one to the SMB. I am delighted that recruitment for a second lay adviser is underway and I would encourage anyone who wants to get involved with public service to consider applying.

I look forward to continuing to work with colleagues over coming months and years so that we are all doing the best we can to manage the risks posed by MAPPA offenders.

**Martin Crick**

**Lay Adviser**

**West Yorkshire MAPPA Annual report 23/24.**



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

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