

Multi-Agency Public Protection Arrangements and Youth Justice

Edited by Kerry Baker and Alex Sutherland



First published in Great Britain in 2009 by The Policy Press

The Policy Press
University of Bristol
Fourth Floor, Beacon House
Queen's Road
Bristol BS8 1QU
UK

Tel no +44 (0)117 331 4054
Fax no +44 (0)117 331 4093
E-mail tpp-info@bristol.ac.uk
www.policypress.org.uk

North American office:
The Policy Press
c/o International Specialized Books Services
920 NE 58th Avenue, Suite 300
Portland, OR 97213-3786, USA
tel +1 503 287 3093, fax +1 503 280 8832
e-mail info@isbs.com

© The Policy Press 2009

ISBN 978 1 84742 215 6

British Library Cataloguing in Publication Data
A catalogue record for this report is available from the British Library.

Library of Congress Cataloging-in-Publication Data
A catalog record for this report has been requested.

The right of Kerry Baker and Alex Sutherland to be identified as editors of this work has been asserted by them in accordance with Sections 77 and 78 of the 1988 Copyright, Designs and Patents Act.

All rights reserved. No part of this publication may be reproduced or transmitted, in any form or by any means, without the prior permission of the copyright owners.

The statements and opinions contained within this publication are solely those of the authors and not of the University of Bristol or The Policy Press. The University of Bristol and The Policy Press disclaim responsibility for any injury to persons or property resulting from any material published in this publication.

The Policy Press works to counter discrimination on grounds of gender, race, disability, age and sexuality.

Cover image courtesy of iStockphoto®
Cover design by Qube Design Associates, Bristol
Printed in Great Britain by Latimer Trend, Plymouth

Contents

Acknowledgements.....iv

Notes on contributors.....v

Introduction..... I

Alex Sutherland and Kerry Baker

Part One: Young people and MAPPA: current policy and practice

1 Setting the scene: risk, welfare and rights..... 17

Sarah Jones and Kerry Baker

2 MAPPA: learning the lessons for young offenders..... 25

Hazel Kemshall and Jason Wood

**3 Youth Offending Teams and MAPPA: past problems, current..... 43
challenges and future prospects**

Alex Sutherland

**4 Promoting public protection in youth justice: challenges for 59
policy and practice**

David Monk

Part Two: Risk management through MAPPA: the right approach for young people?

**5 Young people, serious offending and managing risk: a Scottish 75
perspective**

Fergus McNeill

6 MAPPA as ‘risk in action’: discretion and decision making..... 99

Kerry Baker

7 MAPPA for kids: discourses of security, risk and children’s rights ... 111

Noel Whitty

Conclusion..... 125

Kerry Baker and Alex Sutherland

Appendix: Qualifying offences for MAPPA categories 1 and 2 135

Acknowledgements

This book has developed from a study and symposium both funded by the Youth Justice Board (YJB) for England and Wales and we would like to thank the YJB for its generous support in these endeavours.

We are grateful to the research participants who gave up their time for the original study and whose ideas and thoughts drove a lot of the debate and subsequent work. We are indebted to the presenters and participants at the symposium for their views and engagement with the issue of Multi-Agency Public Protection Arrangements (MAPPA) and youth justice. Our thanks also go to Gill Kelly, Bernadette Wilkinson and David Goode for their helpful comments. Finally, we would like to thank our co-contributors for the time and effort they have given to this work.

Kerry Baker and Alex Sutherland

Notes on contributors

Kerry Baker is a researcher at the Centre for Criminology at the University of Oxford and also a consultant to the Youth Justice Board (YJB) on issues of assessment, risk and public protection. She has been closely involved in the development and validation of the *Asset* assessment tool currently used by all Youth Offending Teams (YOTs) in England and Wales. She has experience of working with both practitioners and policy makers in this field and has developed guidance for youth justice staff on a range of public protection issues.

Sarah Jones worked at the Centre for Criminology at the University of Oxford between 2000 and 2007, completing various research and evaluation projects. One of these projects was an investigation of the use of MAPPA for young people. Sarah is currently the Research Manager at Revolving Doors Agency in London – a research and development charity dedicated to the needs of people who are caught in a cycle of crisis, crime and mental illness.

Hazel Kemshall is currently Professor of Community and Criminal Justice at De Montfort University. Her research interests include the assessment and management of high-risk offenders, Multi-Agency Public Protection Panels and community responses to sexual offenders. She has written extensively on risk, public protection and dangerousness, and has completed research for the Home Office, Scottish Executive and the Economic and Social Research Council.

Fergus McNeill is Professor of Criminology and Social Work at the Glasgow School of Social Work and at the Scottish Centre for Crime and Justice Research, University of Glasgow. Prior to becoming an academic in 1998, Fergus worked for a number of years in residential drug rehabilitation and as a criminal justice social worker. His research interests have addressed a range of criminal justice issues including sentencing, community penalties and youth justice. Latterly his work has focused on the policy and practice implications of research evidence about the process of desistance from offending.

David Monk is Head of Practice Framework and Innovation at the YJB for England and Wales and was previously London Regional Manager for the YJB. Before that, he worked for the London Probation Area and as Assistant Chief Probation Officer in the late 1990s held policy and strategic responsibility for the probation service's work with sex offenders. His current responsibilities at the YJB include (among others) oversight of developments in relation to assessment, public protection, safeguarding and serious incidents involving children and young people in community and secure settings.

Alex Sutherland is currently studying for a doctorate in sociology at the University of Oxford. His thesis explores the application of explanatory theories of crime to adolescent substance use. He was a researcher at the Centre for Criminology at the University of Oxford between 2001 and 2007. During this time he worked on a number of projects, notably the evaluation of Intensive Supervision and Surveillance Programmes and a recent collaboration with Sarah Jones on MAPPA in youth justice.

Noel Whitty is Professor of Human Rights Law at the University of Nottingham. His current research is centred on prisoner and ex-offender governance within the UK, focusing in particular on the relationship between risk assessment, risk management practices and human rights law.

Jason Wood is a senior lecturer in youth and community development at De Montfort University with a particular interest in the community management of high-risk offenders. In 2006, he led a study into the operation and experience of MAPPA as part of the Child Sex Offender Review commissioned by the Home Secretary. Together with Hazel Kemshall, he has published numerous chapters and articles on risk, public protection and the development of MAPPA.