

Multi-Agency Public

Protection Arrangements

Greater Manchester

Annual Report 2014-2015

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What is MAPPA?

Multi-Agency Public Protection Arrangements, or MAPPA, are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.

They bring together Police, Probation, and Prison Services in each of the 42 areas in England and Wales into what is called the MAPPA Responsible Authority. A number of other agencies have a duty to cooperate with this authority including social services, health trusts, youth offending teams, Jobcentre Plus, local housing and education authorities.

Two Lay Advisers are appointed by the Responsible Authority to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from agencies. They are members of the public who act as independent, informed observers able to pose questions. They bring to the SMB their understanding and perspective of the local community.

How MAPPA works

MAPPA-eligible offenders are identified and information about them shared by the agencies to inform risk-assessment and risk-management plans of those managing or supervising them.

In the majority of cases that is as far as MAPPA extends, but in some, it is determined that active multi-agency management is required. In those cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are three categories of MAPPA-eligible offender:

Category 1 – registered sex offenders

Category 2 – mainly violent offenders sentenced to imprisonment for 12 months or more

Category 3 – offenders who do not qualify under categories one or two, but who pose a risk of serious harm.

There are three management levels to ensure resources are focused on the cases where they are needed most, generally those involving the higher risks of serious harm.

Level 1 – involves ordinary agency management ie. no MAPPA meetings or resources

Level 2 – where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level

Level 3 – where senior oversight is required

MAPPA is also supported by ViSOR which is a national IT system to help manage people who pose a serious risk of harm to the public. Police have been using ViSOR since 2005, but from 2008 key staff from Police, Probation, and Prison Services are able to use the same IT system, which improves the quality and timeliness of risk assessments and interventions to prevent offending. It increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move.

The England and Wales Annual Report is published online and available at www.justice.gov.uk.

MAPPA ACHIEVEMENTS

2014-2015

DISCLOSURE:

An audit of disclosure was carried out and actions for improvement identified



VISOR (Violent and Sexual Offenders Register):

VISOR standards continue to be followed. An independent MAPPA inspection described our use of VISOR as good.



MAPPA INSPECTION:

An independent MAPPA inspection took place in GM in November 2014. Good practice was identified and some areas for development. The areas for development have been action planned and implemented.



SOMU (Sex Offender Management Unit):

SOMU Officers have undertaken a programme of updated risk assessment training.



STAFF BRIEFINGS:

Mental health facilities working with offenders were identified. Staff briefings have taken place at these facilities



LAY ADVISER REVIEW:

A review of lay advisers was undertaken and a development plan outlined for the coming year



STAFF TRAINING:

Training was provided to staff involved in electronic monitoring



IMPLEMENTING IMPROVEMENTS:

A Safeguarding Vulnerable Adult Serious Case Review identified some learning in relation to MAPPA. This has been implemented.



The Statistics for Greater Manchester

The Statistics for Greater Manchester offenders in the community on 31 March 2015 (a snapshot)

	Category 1 - Registered Sexual	Category 2 - Violent	Category 3 - Other dangerous	Total
Level 1	2,653	1,461	0	4,114
Level 2	6	8	3	17
Level 3	3	2	2	7
Total	2,662	1,471	5	4,138

MAPPA-eligible offenders in level 2 and 3 by category (yearly total from 1 April 2014 to 31 March 2015)

	Category 1 - Registered Sexual Offenders	Category 2 - Violent Offenders	Category 3 - Other dangerous offenders	Total
Level 2	39	45	44	128
Level 3	12	15	8	35
Total	51	60	62	163

Offenders sent to custody for a breach of SOPO (Sexual Offence Prevention Order) 2014-15

Level 2	Level 3	Total
0	0	0

Restrictive orders for category 1 offenders from 1 April 2014 to 31 March 2015

Sexual Offences Prevention Orders (SOPOs), Notification Orders (NOs), & Foreign Travel Orders (FTOs) imposed by the courts	
SOPO	113
NO	2
FTO	0

Offenders returned to custody for breach of licence from 1 April 2014 to 31 March 2015

	Category 1— Sexual Offenders	Category 2 - Violent Offenders	Category 3 - Other dangerous	Total
Level 2	6	16	7	29
Level 3	3	4	1	8
Total	9	20	8	37

Serious Case Reviews (SCR) resulting from Level 2 and 3 offenders under probation supervision charged with SFO from 1 April 2014 to 31 March 2015

	Cat 1—Registered Sexual Offenders	Category 2—Violent Offenders	Category 3—Other dangerous offenders
Level 2	1	1	0
Level 3	0	0	0

How many Registered Sexual Offenders were either cautioned or convicted during the period 1 April 2014 to 31 March 2015 for breaches of the notification requirement?

65

The Statistics for Greater Manchester

Offenders under probation supervision charged with a Serious Further Offence (SFO) from 1 April 2014 to 31 March 2015

	Charged with SFO 2014-15	2013/14 SFO figures	Cases still charged on 31 March 2014
Cat 1—Registered Sexual Offenders			
Level 1	6	3	1
Level 2	1	0	0
Level 3	0	0	0
Category 2—Violent Offenders			
Level 1	5	10	2
Level 2	2	0	0
Level 3	0	0	0
Category 3—Other dangerous offenders			
Level 2	0	0	0
Level 3	1	1	1

Offenders under probation supervision on an outstanding charge for SFO from 1 April 2014 to 31 March 2015

	Convicted of an SFO	Outstanding on 31 March 2015	Other outcome
Cat 1—Registered Sexual Offenders			
Level 1	4	3	0
Level 2	0	1	0
Level 3	0	0	0
Category 2—Violent Offenders			
Level 1	2	4	1
Level 2	0	2	0
Level 3	0	0	0
Category 3—Other dangerous offenders			
Level 2	0	0	0
Level 3	0	0	0

Explanatory commentary on statistics is available on page 7

The Statistics for Greater Manchester

Number of RSOs per Division—a snapshot taken on 31/03/15

Division	Total
North Manchester	238
South Manchester	402
Salford	249
Tameside	200
Stockport	201
Bolton	248
Wigan	271
Trafford	136
Bury	226
Rochdale	213
Oldham	247

Note: The divisional total of RSOs is recorded as slightly less than the overall total of RSOs – a difference of 31. This is due to the divisional figures being a snapshot from ViSOR, which is a 'live' system. The figures are therefore dynamic as, at any one time, there will be a small number of ViSOR records in the process of being updated by offender managers.

Total number of Registered Sexual Offenders per 100,000 population: 112

Explanation of Statistics Tables

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2015 (i.e. they are a snapshot).

The rest of the data covers the period 1 April 2014 to 31 March 2015.

(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 MAPP meetings.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which 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 MAPP 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 Offences Prevention Order (SOPO) – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years imprisonment.

(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) Foreign Travel Orders – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

The Plan 2015-2016

- Briefings will continue for staff and employees at mental health facilities
- Work to improve the quality of risk management will be carried out following the MAPPA inspection
- Improvements in communication will be developed, including the use of social media
- Work will be undertaken to promote appropriate liaison between adult safeguarding and MAPPA

Circles of Support and Accountability (CoSA)

The National Probation Service volunteer scheme Circles of Support and Accountability (CoSA) substantially reduces the risk posed by child sex offenders. Trained volunteers form a 'Circle' which meets the offender to help them reintegrate into their community. This is done by supporting and challenging an individual – male or female - whose sexual offending is linked to social isolation.

Initially the Circle meets weekly, later on frequency matches the progress made by the offender in improving their self-esteem and developing other friendships. Each Circle comprises six volunteers, at least four of whom meet the offender once a week for an hour to provide support. The Circle will run for 12 to 18 months.

Chris Kania, the local CoSA Co-ordinator, said: "Demonising child sex offenders is pointless because child sex offenders have to be released into the community. That is the law. It is therefore crucial that we prevent them from re-offending and support their rehabilitation. The evidence clearly shows CoSA is the best way to achieve that."

Greater Manchester CoSA continues to go from strength to strength, there are currently 13 Circles running. The project has also diversified in terms of working with a youth offender and offenders with learning difficulties. There have been no reconvictions for sexual offences any of the offenders involved in the project.

Greater Manchester CoSA is accredited by and subject to the governance procedures of Circles UK – the National organisation which oversees CoSA in the UK. For more information please visit www.circles-uk.org.uk

The reality

Case studies

Mr A

Mr A is a good example of how the circle of volunteers that make up the COSA project can help dramatically reduce the risk posed by sex offenders. When he first joined the project 19 months ago, he had low-self esteem and felt socially-isolated, increasing the chances of drifting into re-offending. Now, he has held down a job, is optimistic about his prospects and, most importantly, has not re-offended in that time.

Mr A has previous convictions for False Imprisonment and Kidnapping and is subject of a Sexual Offences Prevention Order (SOPO). When Mr A was released from prison he was registered as a Category 1, Level 3 offender. He was also registered as a Critical Public Protection Case (CPPC).

Classed as people who pose the highest risk, complexity or are of significant public interest, CPPC cases such as Mr A receive the highest level of resources, expertise, and management oversight. Once classified in this way, the National Offender Management Service (NOMS) can advise government ministers about the individual and what's being done to combat the risk. Also, where an MP has signed up to a confidentiality agreement relating to CPPC, he or she will be notified of the release of a relevant offender into his or her constituency.

Several agencies worked together to manage Mr A and to assist his transition back into the community, including prison, probation, police, housing and employment providers.

Key to his steady reintroduction to daily life was the COSA project. When he first took part he said he was socially isolated, had low self-esteem and was socially awkward. He also complained that some of the conditions of his SOPO were preventing him from progressing.

The Circle was at first very difficult and challenging, however, as the weeks progressed the Circle was sharing information about risk and a relationship started to develop with Mr A. The Circle sessions lasted 14 months and he still remains in contact now on a monthly basis.

Mr A has now been taken off the MAPPAs register and is working part time, is optimistic about the future, and has his own accommodation.

The MAPPAs Level 3 panel valued the support the Circle provided to Mr A and the urgency with which they shared information related to potential risks. It was agreed without the Circle such progress with Mr A would not have been achieved.

Mr A has been out of custody 19 months. He has complied with the restrictions of his SOPO and he has not re-offended.

The reality

Case studies

Mr B

Mr B is a 33 year old Mappa Category 2 Violent Offender. He has a history of alcohol-related offending and is currently on a two year licence period following his release in January 2015 from a 4 year sentence he received for a Robbery offence.

Mr B had completed an Offending Behaviour group work programme successfully whilst serving his sentence but there remained concerns about his attitude towards supervision when released and the potential risks he might pose on licence. He appeared to be resistant and obstructive pre-release and, in common with many other offenders, he struggled to understand that prison sentences are served partly in custody and partly in the community on release.

When gathering information to inform the risk-assessment pre release, Mr B's Offender Manager [OM] had uncovered evidence of Mr B being a previous perpetrator of domestic violence . It required a lot of effort and skill from the OM to motivate Mr B to engage and comply with a risk-management plan which addressed this risk issue. As Mr B had a young child to his ex-partner who had been the victim of domestic abuse, steps also had to be taken also to safeguard the welfare of the child as a part of the plan.

Mr B was directed to live in Probation Service Approved Premises on release and was subject to a robust risk-management plan which included an enhanced curfew, daily reporting to staff and regular alcohol testing. He was very keen to maintain contact with his child and with the support and assistance of his OM an agreement was reached with Social Services as to how this would take place.

Mr B has made very good progress on licence. There has been no evidence that he is using alcohol excessively and he has returned to live at his family home . After a spell in temporary employment he has now secured permanent work. There have been no concerns raised from the domestic violence perspective and he is having regular supervised contact with his child. He has agreed to ,and is soon to start, another offending behaviour group work programme called "Building Better Relationships ." This is an accredited 24 session programme designed specifically for domestic violence perpetrators and it is a condition in Mr B's licence that he completes it .

Mr B's case is a good example of a Mappa case being managed at Level 1. Whilst he has been managed within a multi- agency framework ,with his OM sharing information and liaising regularly with the police and Social Services for example , this is normal and routine management of a high risk Mappa case.

Lay Adviser View

I have now been a lay adviser on the MAPPA programme for 3 years. My role is to be a representative of the general public who acts as independent “critical friend ” to the MAPPA programme and the agencies involved.

During the last year I have continued to regularly attend board meetings and have been involved in three Serious Case Reviews (SCRs) which have required me to provide constructive feedback on how processes of risk management of MAPPA offenders can be improved. I feel my contribution ensures the public voice is heard and I am confident that my opinion is valued and respected.

In 2015/16 I will continue to meet with various agencies who deal with MAPPA offenders on a regular basis to gain a better insight into their approach in working with these offenders.

With all agencies and individuals involved in MAPPA I have experienced nothing but honesty, dedication, and commitment to the work of the programme. This is shown through continuous improvement action plans with the sole purpose of strengthening, refining and improving the risk management of MAPPA offenders.

I can also confirm that the work of MAPPA is highly effective in minimising the risk of often difficult and unpredictable offenders from reoffending and assists offenders to make a good contribution to society.

Lauren Webb

Victim Contact Scheme

The Victim Contact Service (VCS) provides information to victims of serious and violent crime, where the offender is sentenced to 12 months or more in prison. We also offer the service when the offender is detained as a mental

health patient. Victims choose whether they want to take up the service.

The Victim Contact Service in Greater Manchester is part of the National Probation Service and has 10 Victim Liaison Officers (VLO's) who cover the whole area.

The VLO's role is to keep victims updated with the offenders sentence, the progress through the key stages of that sentence by liaising with the Offender

Manager and Hospital Consultants. VLO's also advise the victims of the different agencies that can offer them support, like Victim Support, St.Mary's

Sexual Assault Referral Centre. VLO's also advise the victims of the Victim Personal Statements (VPS's) that they can provide for the Parole Board, to inform the Board of the impact the offence(s) has had on them and their family.

VLO's contact victims when they are at their most vulnerable and the role requires a great deal of sensitivity and skill.

The VCS works closely with the Crown Prosecution Service and the Police's Witness Care units - to identify the victims who qualify for the service.

We

also work closely with Victim Support's Homicide Team and Police Family Liaison Officers with those families that have lost family members.

If anyone thinks that they qualify for the service. I would be delighted for them to get in touch at michelle.ledger@probation.gsi.gov.uk