

# Multi-Agency Public

## Protection Arrangements

### Greater Manchester

## Annual Report 2013-2014

In this report

|   |  |
|---|--|
| 2 | How MAPP works                               |
| 3 | Achievements in Greater Manchester 2013-2014 |
| 4 | Statistics for Greater Manchester            |
| 7 | The Plan 2014-2015                           |
| 8 | The reality—case studies                     |
| 9 | Lay Adviser view                             |

# 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 to professionals. 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 sexual 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](http://www.justice.gov.uk).

# MAPPA ACHIEVEMENTS

2013-2014

## DISCLOSURE:

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



## SERIOUS CASE REVIEW:

A serious case review was completed and the action plan implemented



## INFORMATION SHARING:

Prisons and young offenders institutes are working with MAPPA to improve information sharing



## STAFF BRIEFINGS:

Mental health facilities working with offenders were identified, staff briefings will now take place



## LAY ADVISER REVIEW:

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



## STAFF TRAINING:

Training was provided with Jobcentre Plus staff



## IMPLEMENTING IMPROVEMENTS:

An audit found improvements required in work with children's services, now being implemented



# The Statistics for Greater Manchester

## MAPPA-eligible offenders in the community on 31 March 2014 (a snapshot)

|              | Category 1 - Registered Sexual Offenders | Category 2 - Violent Offenders | Category 3 - Other dangerous offenders | Total        |
|--------------|--|--------------------------------|--|--------------|
| Level 1      | 2,527                                    | 977                            | 0                                      | 3,504        |
| Level 2      | 4  | 2                              | 8                                      | 14           |
| Level 3      | 0  | 1                              | 2                                      | 3            |
| <b>Total</b> | <b>2,531</b>                             | <b>980</b>                     | <b>10</b>                              | <b>3,521</b> |

## MAPPA-eligible offenders in level 2 and 3 by category (yearly total from 1 April 2013 to 31 March 2014)

|              | Category 1 - Registered Sexual Offenders | Category 2 - Violent Offenders | Category 3 - Other dangerous offenders | Total      |
|--------------|--|--------------------------------|--|------------|
| Level 2      | 40                                       | 62                             | 56                                     | 158        |
| Level 3      | 13                                       | 13                             | 9                                      | 35         |
| <b>Total</b> | <b>53</b>                                | <b>75</b>                      | <b>65</b>                              | <b>193</b> |

## Offenders sent to custody for a breach of SOPO (Sexual Offence Prevention Order) 2013-14

| Level 2 | Level 3 | Total |
|---------|---------|-------|
| 1       | 0       | 1     |

## Restrictive orders for category 1 offenders from 1 April 2013 to 31 March 2014

| Sexual Offences Prevention Orders (SOPOs), Notification Orders (NOs), & Foreign Travel Orders (FTOs) imposed by the courts |     |
|--|-----|
| SOPO   | 124 |
| NO   | 2   |
| FTO  | 0   |

## Offenders returned to custody for breach of licence from 1 April 2013 to 31 March 2014

|              | Category 1—Sexual Offenders | Category 2 - Violent Offenders | Category 3 - Other dangerous offenders | Total     |
|--------------|-----------------------------|--------------------------------|--|-----------|
| Level 2      | 9                           | 14                             | 9                                      | 32        |
| Level 3      | 4                           | 5                              | 3                                      | 12        |
| <b>Total</b> | <b>13</b>                   | <b>19</b>                      | <b>12</b>                              | <b>44</b> |

## Serious Case Reviews (SCR) resulting from Level 2 and 3 offenders under probation supervision charged with SFO from 1 April 2013 to 31 March 2014

|         | Cat 1—Registered | Category 2—Violent Offend- | Category 3—Other |
|---------|------------------|----------------------------|------------------|
| Level 2 | 0                | 0                          | 0                |
| Level 3 | 0                | 0                          | 0                |

How many Registered Sexual Offenders were either cautioned or convicted during the period 1 April 2013 to 31 March 2014 for breaches of the notification requirement?

57

# The Statistics for Greater Manchester

## Offenders under probation supervision charged with a Serious Further Offence (SFO) from 1 April 2013 to 31 March 2014

|   | Charged with SFO 2013-14 | 2012/13 SFO figures | Cases still charged on 31 March 2013 |
|---|--------------------------|---------------------|--------------------------------------|
| <b>Cat 1—Registered Sexual Offenders</b>    |                          |                     |                                      |
| Level 1                                     | 3                        | 4                   | 0                                    |
| Level 2                                     | 0                        | 0                   | 0                                    |
| Level 3                                     | 0                        | 0                   | 0                                    |
| <b>Category 2—Violent Offenders</b>         |                          |                     |                                      |
| Level 1                                     | 10                       | 5                   | 3                                    |
| Level 2                                     | 0                        | 0                   | 0                                    |
| Level 3                                     | 0                        | 0                   | 0                                    |
| <b>Category 3—Other dangerous offenders</b> |                          |                     |                                      |
| Level 2                                     | 0                        | 0                   | 0                                    |
| Level 3                                     | 1                        | 1                   | 1                                    |

## Offenders under probation supervision on an outstanding charge for SFO from 1 April 2013 to 31 March 2014

|   | Convicted of an SFO | Outstanding on 31 March 2014 | Other outcome |
|---|---------------------|------------------------------|---------------|
| <b>Cat 1—Registered Sexual Offenders</b>    |                     |                              |               |
| Level 1                                     | 2                   | 1                            | 0             |
| Level 2                                     | 0                   | 0                            | 0             |
| Level 3                                     | 0                   | 0                            | 0             |
| <b>Category 2—Violent Offenders</b>         |                     |                              |               |
| Level 1                                     | 8                   | 2                            | 3             |
| Level 2                                     | 0                   | 0                            | 0             |
| Level 3                                     | 0                   | 0                            | 0             |
| <b>Category 3—Other dangerous offenders</b> |                     |                              |               |
| Level 2                                     | 0                   | 0                            | 0             |
| Level 3                                     | 0                   | 0                            | 1             |

Explanatory commentary on statistics is available on page 6

## Explanation of Statistics Tables

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2014 (i.e. they are a snapshot).

The rest of the data covers the period 1 April 2013 to 31 March 2014.

**(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 and offenders disqualified from working with children.

**(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 of 12 months or more 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 2014-2015

- Briefings will take place for staff and employees at mental health facilities
- Work to improve the quality of risk management will be carried out
- Improvements in communication will be developed including regular bulletins and the MAPPAs annual report
- Work will be undertaken to promote appropriate liaison between adult safeguarding and MAPPAs

## Circles of Support and Accountability

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." In the past year there have been six Circles in Greater Manchester with no reconvictions.

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](http://www.circles-uk.org.uk)

# The reality

## Case studies

### Mr A

Mr A sexually assaulted a person and deeply regrets the harm he has caused. He served a five year prison sentence for this crime and was released in October 2011. His prison licence is being supervised by the National Probation Service. A number of agencies worked together to facilitate Mr A 's reintegration into society. These agencies include Prison, Probation, Police, Children ' s Services and Local Authority Housing.

In addition to the involvement of these agencies, Mr A participated in the Circles of Support and Accountability (CoSa) initiative. Mr A stated: "I am not trying to justify what I did, I have great empathy for the victim and I understand that what I did will affect her for the rest of her life. And not just her, it affects her family and mine. I cannot change what I did or make it get better or go away, I 've got to live with it and so has she. I cannot change the past, but can change the future. "

Mr A was sentenced to five years in jail for sexual assault, was required to complete a sex offender ' s programme and was banned from contacting his children until they were 18. He said: "It 's helped me gain confidence, to open up, to share my thoughts and feelings - whether good or bad - and it has encouraged me to create other friendships, to talk to my neighbours. I cannot speak highly enough of the volunteers. They are brilliant, I look on them more as a circle of friends and I have learnt to trust people again and to trust myself. They do it willingly, that their time is given freely because they want to means a great deal to me. It has definitely helped me to not re-offend."

Since his release from prison in 2011 Mr A has not reoffended.

### Mr B

Mr B was convicted for offences under the Terrorism Act relating to extremism. He received a lengthy prison sentence.

Whilst in prison, Mr B engaged in an assessment for extremist offenders called the Extremist Risk Grid (ERG). Following this, together with other assessments completed by agencies, it was agreed that he could be safely managed in the community. He was subsequently released with a comprehensive risk management plan. His risk management plan included licence conditions and he was initially managed in a Probation Approved Premises.

A number of agencies worked together to assist Mr B with his transition back in to the community. Those agencies included Probation, Police, Children Service's and Psychology Services.

Since Mr B's release he has complied with his licence conditions. Also, he has continued to engage with offence focused work such as the ERG commenced in custody, as this is an on-going assessment tool used in the community.

Based on no adverse intelligence or concerns from all agencies involved, Mr B's risk management plan has been reviewed and adjusted in line with the progress he is making and he has moved into independent accommodation.



## Lay Adviser View

I have now been a lay adviser on the MAPPA programme for 2 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 with the induction programme to ensure I am fully aware of the work of all agencies within MAPPA. The induction programme has involved meeting with various agencies who deal with MAPPA offenders on a regular basis including prison and probation services.

Along with the induction programme I have attended board meetings and have been involved in audits 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.

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 Scheme (VCS) provides information to victims of serious and violent offences, 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 Scheme in Greater Manchester is part of the National Probation Service and has 12 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.busby@probation.gsi.gov.uk](mailto:michelle.busby@probation.gsi.gov.uk)