

Greater Manchester



MAPPA Annual Report 2015-2016



What is MAPPA?

MAPPA background

- (a) 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.
- (b) 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.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
- (d) 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 duty to co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and 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 by the agencies in order to inform the risk assessments 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 cases, it is determined that active multi-agency management is required. 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** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; 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 management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is 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. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2016				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	2788	1509	-	4297
Level 2	7	8	8	23
Level 3	4	4	2	10
Total	2799	1521	10	4330

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	29	33	44	106
Level 3	7	12	10	29
Total	36	45	54	135

RSOs cautioned or convicted for breach of notification requirements	35
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RSOs who have had their life time notification revoked on application	18
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	116
SHPO with foreign travel restriction	1
NOs	2

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	4	7	9	20
Level 3	2	3	3	8
Total	6	10	12	28
Breach of SOPO				
Level 2	1	-	-	1
Level 3	1	-	-	1
Total	2	-	-	2

Total number of Registered Sexual Offenders per 100,000 population	117
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This figure has been calculated using the Mid-2015 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 on 23 June 2016, excluding those aged less than ten years of age.

Number of RSOs per Division – a snapshot taken on 31/03/16	
Division	Total
North Manchester	257
South Manchester	410
Salford	266
Tameside	214
Stockport	193
Bolton	291
Wigan	281
Trafford	137
Bury	235
Rochdale	242
Oldham	260

Note: the divisional total of RSOs is recorded as slightly less than the overall total of RSOs – a difference of 13. 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.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2016 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2015 to 31 March 2016.

(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 (x% this year) 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 Harm Prevention Order (SHPO) – (replaced Sexual Offence Prevention Orders) including any additional foreign travel restriction.

Sexual Harm Prevention Orders (SHPOs) and interim SHPOs 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 (incl. 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 – **this includes preventing 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 the full notification requirements.

Nominals made subject of a SRO are now recorded on VISOR, as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

Change in legislation on sexual offenders

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place which will allow **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 the 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) 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>

GM Circles of Support and Accountability (CoSA)

The Greater Manchester (GM) National Probation Service (NPS) 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 GM 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 (GM) CoSA continues to go from strength to strength, there are currently 12 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 by any of the offenders involved in the project.

For more information please visit www.circles-uk.org.uk

The reality – case study Mr A

Mr A is a MAPPA Category 1 registered sexual offender who was jailed for six years for sex offences against his own son. As well as being assessed as posing a high risk of sexual harm to children, Mr A was also violent within his personal relationships.

He was managed on licence in the community but recalled to custody following inappropriate sexual behaviour towards a staff member. While in prison he struck up an online relationship with a man who lived in a different county, suggesting that he wanted to live with him when released.

As this man was deemed vulnerable, the local police force visited him to discuss Mr A's plans and it soon became apparent this man had learning difficulties and had no idea of the risk. Police helped him change his contact details to prevent Mr A from contacting him and a referral was made to Adult Social Care.

Meanwhile Mr A was offered a voluntary Approved Premises place, which he took up and there was no evidence of further contact between Mr A and this man on his subsequent release.

The reality – case study Mr B

Mr B is a MAPPA Category 1 offender, sentenced to five years imprisonment for child sexual exploitation (CSE) offences. Released in October 2014, his case was reviewed pre-release and initially managed at Level 2 MAPPA.

No interventions were completed in custody due to his denial of offending, but concerns persisted about him due to his continued contact with fellow offenders. Managing this offender was split into two priorities - minimising potential risks to the public and ensuring his family remained safe following the large media interest in his case.

Consultation with Children's Social Care, the local Phoenix CSE teams and the Sex Offender Management Unit meant he was closely monitored, reducing risks of offending while Approved Premises residency allowed for swift action to be taken if necessary.

Mr B has been out of custody for 23 months, has not re-offended and is now in suitable employment.

Lay Adviser View

I have now been a lay adviser on the MAPPA programme for 4 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 I have instigated topical presentations such as trafficking and terrorism that I felt were important for the board to focus on and how they impact on the MAPPA programme. I feel my contribution ensures the public voice is heard and I am confident that my opinion is valued and respected.

In 2016/17 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 such as Job Centre Plus and Youth Offending Services.

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 provides information to victims of serious sexual and violent crime where the offender is sentenced to 12 months or more imprisonment or detained as a mental health patient. Victims choose whether they want to take up the service.

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

Their role is to keep victims up-to-date about the offender's sentence and to advise the victims of the different agencies that can offer them support, such as Victim Support, St.Mary's Sexual Assault Referral Centre. Another part of their job is to also advise them 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. 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

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