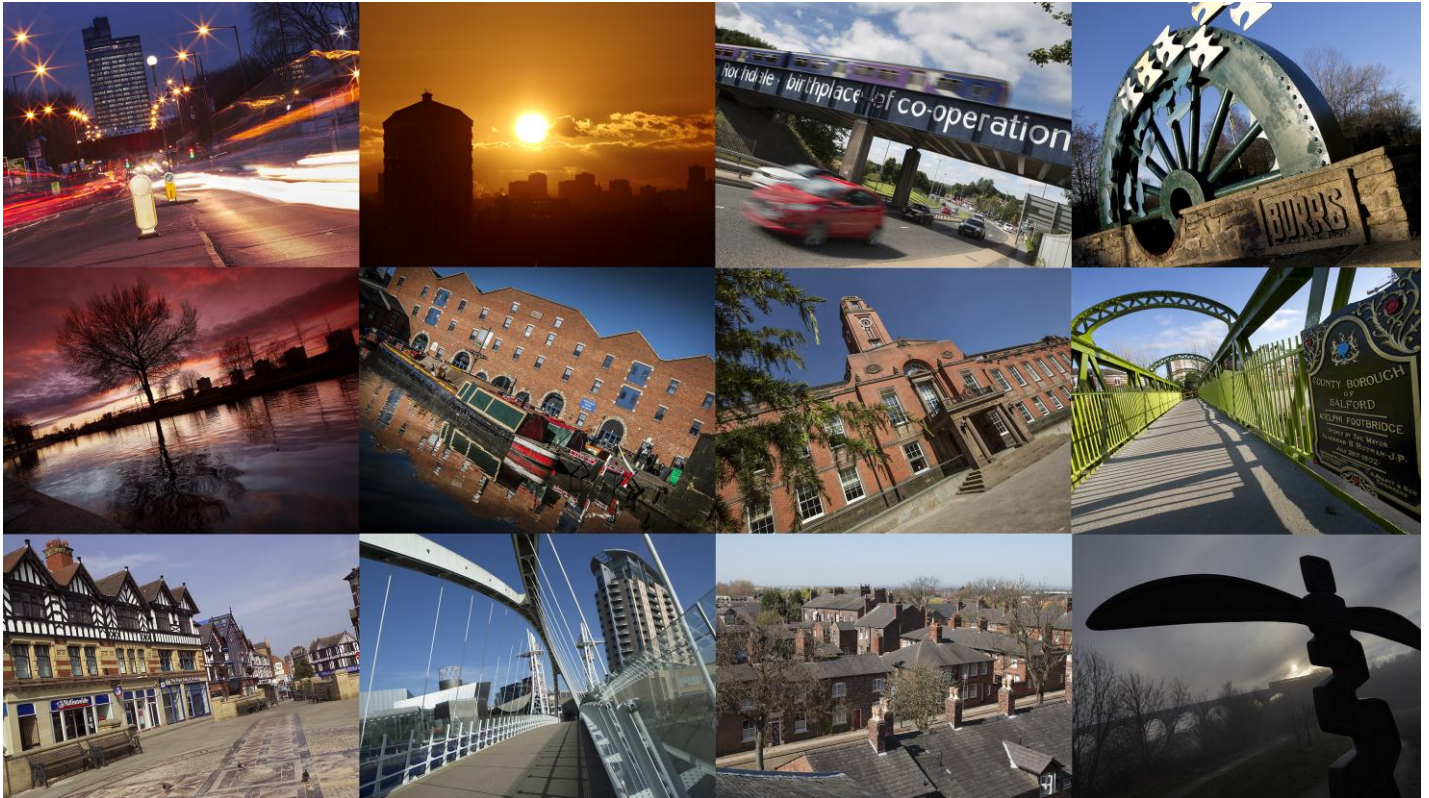




GREATER MANCHESTER



Annual Report 2017/18

What is MAPPA?

MAPPA background

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.

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, Jobcentre Plus and Local Housing and Education Authorities.

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 DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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 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 structured multi-agency management. 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** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; 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 levels of management to ensure that resources are focused where they are most needed; generally those involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no formal MAPPA meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, 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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2018				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	3333	1431	-	4764
Level 2	8	4	6	18
Level 3	2	2	3	7
Total	3343	1437	9	4789

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	18	26	36	80
Level 3	21	11	16	48
Total	39	37	52	128

RSOs cautioned or convicted for breach of notification requirements	282
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RSOs who have had their life time notification revoked on application	16
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	311
SHPO with foreign travel restriction	0
NOs	3

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	7	7	10	24
Level 3	4	2	1	7
Total	11	9	11	31
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	138
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This figure has been calculated using the Mid-2017 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, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2018 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2017 to 31 March 2018.

(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 MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Registered Sexual Offenders (RSOs) – 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.”) Failure to comply with the notification requirement is a criminal offence that 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 MAPPA 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 Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They 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 (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 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, including 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 full notification requirements.

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

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows 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 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)/Sexual Harm Prevention Order (SHPO) 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>

Operation Accord

There is currently a rise nationally and locally in the number of sex offenders, sex offences and victims resulting from increasing historical reports. The internet has facilitated online sexual offending which is increasing year on year. The number of offenders required to sign the Sex Offenders Register in Greater Manchester is rising, with GMP annual data corresponding with the 7% increase per annum seen nationally.

This places significant demand on policing and partner agencies and highlights the prevalence of behaviour of this nature within the general population. As a result, Greater Manchester reviewed how RSOs are managed in our community and Operation Accord was implemented from 2016-2018 to develop a sustainable model of offender management for the future.

The programme name is derived as an acronym and the work has been commissioned jointly by Greater Manchester Police (GMP) and the Greater Manchester Combined Authority (GMCA) with significant involvement from partners external to both organisations. It is notable that the whole system approach of working together with coordination from partners is considered innovative, for which the Home Office has shown great interest and has provided part of the funding from Home Office Innovation Fund in financial years 2016-18. Although funding has ended, the programme continues and the learning has been integrated into “Standing Together”, the Police and Crime Plan for Greater Manchester.

The purpose of the Accord programme was to ensure a “whole systems” approach to sex offenders and it included the following elements:

- Prevention and resilience - The Change Project delivered workshops to young people displaying risky behaviours, workshops for professionals, key prevention messages identified for national campaigns and therapeutic support to sex offenders who have been victims of child sexual abuse.
- Risk assessment transformation - Research into the current risk assessment process has been conducted by Manchester Metropolitan University and will help inform national practice. All GMP registered sex offenders have been assessed using the ARMS tool.
- Offender management and enforcement – Introduction of polygraph to GMP and a national research project into the effectiveness of using this tool in policing as well as Rewind and Strengthen courses delivered in HMP Forest Bank and offender behaviour training for all agencies dealing with sex offenders. Police offender managers have also been trained in strength based conversations.
- Testing interventions - As well as polygraph examinations, tagging of registered sex offenders has been piloted with 40 sex offenders having had a tag fitted voluntarily. Offender management in GM has been trialled at local level in Tameside.
- Profiling and research - Profiling has been carried out by i3 analytics with clear typologies of offenders who are on the sex offenders register. Research is being carried out by the University of Central Lancashire into female sex offenders, online offenders and rape offenders.

Polygraph Testing

Polygraph testing has been employed as a risk assessment tool by Greater Manchester Police since April 2017. Initially it was used to assess risk and ensure compliance of registered sex offenders on a voluntary basis. A number of significant disclosures during both the pre-test and post-test interviews led to a number of arrests for breaches of orders and further offending. The polygraph has also assisted decision makers in the review process of those offenders who are subject to the registration requirements for an indefinite period.

In October 2017, the first mandatory test was carried out on a registered sex offender who had previously received a caution with a polygraph condition for breaching the registration requirements.

Since its inception, the Polygraph Team has received 182 referrals and completed 129 examinations. Of these, 71 were deceptive, 45 were truthful and 13 were inconclusive (no decision could be made due to poor data provided by examinee either through illness, medication, fatigue or non-cooperation).

Ninety percent of all tests have led to information being disclosed which was not previously known to the Offender Manager. These disclosures have included: breaches of Sex Offender Notification Requirements or Sexual Harm Prevention Orders (SHPO); contact with children and other safeguarding concerns; undisclosed relationships; further sexual offending and concerning behaviours. Seven examinees have been arrested and five others have had technical devices seized and submitted for examination. Three examinees have been asked to leave the family home by Children's Social Services as a result of the disclosures made during polygraph.

Kerry Clarke

A case study

Mr M, a MAPPA Category 1 Registered Sex Offender (RSO), was convicted of making indecent images of a child. His offending involved him talking online to a 14-year-old girl from Oxford via an online chatroom. He exchanged sexual messages with her and requested and received sexual images from her, despite being aware of her age. When the victim told Mr M that she had met someone else, he threatened to and then posted a graphic sexual picture of the child on the internet.

In April 2018 he was given a conditional caution for failing to notify a change of address as required. He made attempts to avoid the polygraph examination and finally attended on the last day of his 16 week caution deadline. During the pre-test he disclosed that he was continuing to have contact with a single mother who had assured Children's Social Services that their relationship had come to an end. The interview was stopped when Mr M disclosed that he had been continuing to use internet chat rooms since his release from custody which amounted to a breach of his SHPO.

His technical devices were seized and submitted for examination and he continues to be closely monitored by his Offender Manager whilst the examination outcome is awaited.

Managing offenders convicted of terrorism offences

Mr B was convicted of extremism offences in Greater Manchester in 2017. Locally, we allocate all TACT convicted offenders early - in this case, five months before he was sentenced. This means that time normally lost as 'time served' once cases receive their sentence was not lost. The National Probation Service, working alongside police officers from Counter Terrorism Policing North West, had already been to jointly visit the prison and meet the offender before he was sentenced. This in turn meant that the pre-release work had already commenced when Mr B was sentenced.

All TACT convicted cases are initially managed at Level 3 in Greater Manchester due to the complexities of the cases as well as the likelihood of national media interest. Mr B received a relatively short sentence and so it was certainly positive that the pre-release work - which included formulating a risk management plan, referring him to an approved premise and agreeing the additional licence conditions - had already begun. In addition to the joint prison visit which had taken place prior to sentence, Mr B was visited twice again by GMP and probation. These visits were useful as we established early on that his level of English was not strong and were able to have the additional licence conditions and 'part four notification' requirements translated into his mother-tongue before the second visit took place. We also arranged for an interpreter to be present for these visits.

When we held the first MAPPA meeting, some issues were brought to our attention that had not previously been known. Firstly, it became apparent Children's Services were part way through an in depth assessment of the family and had significant concerns that Mr B could pose a risk to his own children. This was not the assessment of the Probation Service and so initially the MAPPA forum was hugely useful in that it gave us all the opportunity to discuss our differing risk assessments and provide context and explanation to them. This was supported not only by the professionals doing the assessments but also by our line managers.

The second issue that was raised during the early MAPPA meetings was that a neighbour of Mr B's had made numerous complaints to housing officers about noise disturbance. This, it transpired, was largely due to the fact that there were three young and boisterous children living in an upstairs flat.

Children's Services shared their part-completed assessment and there were concerns raised around Mr B's approach to parenting. Also at the MAPPA meeting was a prison-based psychologist who had completed the Extremist Risk Guidance assessment. The psychologist was able to share some really useful information with the panel, particularly around some significant cultural differences between the role of 'the state' in the UK compared to Mr B's country of origin.

The local housing provider, supported by the MAPPA chair, was able to go back to her organisation and arrange for Mr B's family to be re-housed in a ground floor flat before he returned to the family home. Both of these positive outcomes would have been unlikely had the case not been subject to active multi-agency case management under MAPPA.

The approved premises staff were also present at the MAPPA and so were made fully aware of these issues, which meant that they were not putting pressure on Mr B to move on at the 12 week point. This eased pressure on the Offender Manager.

Counter Terrorism Policing North West were able to commission a theological intervention by utilising a Home Officer approved Imam to complete some work with Mr B around his understanding and interpretation of Islam. All of this meant that Children's Services' valid concerns were able to be addressed very quickly and in turn meant that Mr B could return to the family home sooner.

Mr B remains on licence but Children's Services have now begun to withdraw. There are no issues with the housing thanks to the family being re-homed and Mr B continues to engage really well with the ongoing theological intervention. This is a great example of agencies working together under the MAPPA procedures to secure positive outcomes for our clients, which in turns helps to reduce the chances of re-offending and protects the public from harm in the process.

Managing offenders with history of re-offending

Mr A is a MAPPA Category 1 offender, most recently sentenced to 36 months imprisonment for an offence of burglary and with a history of acquisitive, violent and sexual crime.

Mr A is a prolific offender with a significant history of non-compliance and hostility towards professionals. He had a pattern of re-offending whilst on licence after being released, making a return to custody inevitable due to robust recall procedures. For many years Mr A repeated this cycle without making progress.

Mr A was released in March 2017, with his case initially being managed at Level 3 MAPPA. Mr A's hostility towards professionals escalated prior to release, often making comments that he wanted to stay in custody and that if he was released he would re-offend.

In order to manage the risk to the public that Mr A presented, MAPPA agreed to a plan which involved a combination of firm control measures and rehabilitative interventions. Licence conditions included a residence requirement at an approved premise, a curfew, an exclusion zone and a requirement to disclose developing relationships. At the same time there was recognition of the need to work to overcome Mr A's resistance to engage with authorities.

The Insight Personality Disorder Team were consulted and provided a case formulation which helped inform the way the practitioners engaged Mr A. This allowed those supervising Mr A to maintain clear boundaries with him at the same time as providing him with a voice in the MAPPA process. Mr A's offender manager worked patiently with him, encouraging him to engage in his sentence plan whilst ensuring he complied with licence conditions.

Whilst Mr A was initially resistant, over a period of time he started to engage more positively with his offender manager and did comply with licence conditions, despite initially saying he was not going to. He moved on from approved premises to his mother's address, going on to successfully complete his licence without having re-offended in September 2018.

Lay Adviser

I am very pleased to have been appointed as Lay Adviser to Greater Manchester MAPPA Strategic Management Board in April 2018. I am a qualified social worker and have worked for the National Probation Service for 20 years, first as a Probation Officer and later as a Senior Probation Officer (SPO). The SPO role involved chairing level 2 MAPPA meetings and also MARAC (Multi-Agency Risk Assessment Conferences) which developed action plans to increase the safety of the highest risk victims of domestic abuse.

In 2010 I left the Probation Service to take up an academic position at Manchester Metropolitan University. I have always retained an interest in criminal justice issues and specifically the areas of risk management and high risk offending behaviour. The role of Lay Adviser seemed the perfect opportunity to capitalise on my interest and previous experience so I was really keen to apply for this position.

I am looking forward to refreshing my knowledge of MAPPA and becoming familiar with how cases are managed across Greater Manchester. A MAPPA Serious Case Review has been recently commissioned and I will form part of that panel. This will be a good opportunity to provide an independent voice to the review, ensure that any community issues are addressed and to act as a "critical friend" to the professionals.

Claire Bellamy

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www.gov.uk

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