



Multi Agency Public Protection Arrangements

GREATER MANCHESTER



Annual Report 2019/20

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 partner organisations 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 partners.

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 partners 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 partnership 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 presenting the higher risks of serious harm.

- **Level 1** is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

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 2020				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	3,401	1,456	n/a	4,857
Level 2	8	5	7	20
Level 3	2	7	5	14
Total	3,411	1,468	12	4,891

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	17	20	23	60
Level 3	7	12	12	31
Total	24	32	35	91

RSOs cautioned or convicted for breach of notification requirements	295
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RSOs who have had their life time notification revoked on application	14
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	256
SHPO with foreign travel restriction	0
NOs	1

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	2
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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	6	5	18
Level 3	1	4	2	7
Total	8	10	7	25
Breach of SOPO				
Level 2	0	n/a	n/a	0
Level 3	0	n/a	n/a	0
Total	0	n/a	n/a	0

Total number of Registered Sexual Offenders per 100,000 population	138
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This figure has been calculated using the Mid-2019 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 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

(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 at Level 1 without formal 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.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. 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. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

(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. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(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 behavior. SHPO 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 committed 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. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

Individuals 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 applied from 1 September 2012 for adult offenders.

Introduction

On behalf of the Greater Manchester Strategic Management Board I am proud to present the 2019 - 2020 MAPPA Annual Report. The MAPPA statistics and the updates provided highlight the commitment, professionalism and focus of our partner organisations, who work tirelessly to robustly manage those offenders who pose the most significant risk of serious harm to our communities.

All of our agencies and organisations have faced unprecedented challenges and difficulties over the last year, and I am so very grateful for the incredible work done and dedication displayed across all of our areas, which has allowed our MAPPA and other critical processes to continue uninterrupted. It is my hope that we can take everything that we have learned through this period of exceptional demand and delivery to develop even stronger working practises and approaches to MAPPA throughout the coming year.

We have recently seen the restructure of our MAPPA and TACT Resource Unit into a new Multi-Agency Public Protection Team, and are fortunate to be one of the first areas to benefit from a new National Security Directorate Hub, provided by National Probation Service which will be based in Greater Manchester. The specialist skills and experience that have been drawn from our local team will be a great boost to the region. We very much look forward to working closely with the new team to develop a more in-depth and nuanced approach to dealing with some of the most serious threats to our communities.

There will always be more work for us to do, ways to improve our responses and new approaches for us to explore. As criminality, offenders and even societies at large are changed by circumstance and hardship, we too must grow and adapt to meet the challenges that they present. Having recently taken over as the Head of Strategic Safeguarding within Greater Manchester Police and as the new Chair of the Strategic Management Board it will be my privilege to lead us through whatever the New Year brings, and I am confident that our resolve and close working relationships will continue to ensure that we are delivering the highest level of service to the people of Greater Manchester.

GM SMB Chair: Detective Chief Superintendent Joanne Rawlinson.

NPS GM Public Protection and the MAPPA and TACT Resource Unit

The latest round of Probation reform has seen the re-unification of probation work that was previously split between the National Probation Service (NPS) and the Community Rehabilitation Company's (CRC's). It also sees the splitting of previous NPS divisions into smaller regions. In the North West this means that Greater Manchester will become an NPS region in its own right. This process of regionalisation has seen NPS GM review all areas of its business with a view to establishing best practice that accords with the specific nature and needs of GM. A big part of this is how NPS GM can work better with key partners.

In accordance with this all areas of the NPS GM public protection portfolio are subject to review. In regard to the MTRU though there is of course a more pressing need to review because of the creation of the new National Security Directorate (NSD). The northern hub of the NSD – based in GM - will remove the majority of current MTRU cases from MTRU and the MAPPA administration tasks that go with them. A number of the current MTRU staff are also transferring over to the NSD. In addition to the casework they currently undertake, MTRU are responsible for MAPPA screening and co-ordination, providing support, guidance and training to MAPPA Chairs and practitioners, taking a lead role in terms of risk and public protection in practice, and overseeing the implementation of ViSOR across NPS GM. All of this will continue to be required within NPS GM once the NSD is up and running. Reviewing MTRU, however, is not just about looking at what it will be left doing when the majority of its caseload moves to NSD, but what more it might make sense for it to do – how it might further enhance public protection across GM.

At the same time that work is underway to develop the new National Security Hub, work is also already underway to replace MTRU with a NPS GM Public Protection Team. The intention is that this team will put down the majority of casework, but continue with all of the MTRU's other responsibilities. There are also some very specific practical needs that GM will have to address going forward such as: implementing in GM arrangements for uploading ARMS to ViSOR, embedding more widely ViSOR into PDU's, improving flow of DV intelligence, and crucially ensuring the best possible interface with the NSD.

The new MAPPA Public Protection Team (MAPPT) will continue to be based alongside GMP colleagues within Nexus House. Internally NPS GM will use the MAPPT to drive best practice in public protection, co-ordinating the work of specific colleagues and teams in relation to sex offender interventions, polygraph testing, personality disorder work, DV approaches, safeguarding work and victim support. Externally the MAPPT will support the NPS GM Head of Public Protection in developing better co-ordinated and enhanced approaches to public protection with partners across GM, maintaining and enhancing collaborative practice across the board, working closely with GMCA, GMP and all other stakeholders.

The development of plans and creation of the new NPS GM Public Protection Team is being undertaken with key partners with an initial crucial focus on ensuring that all current work transitions smoothly to the new team. The remaining key members of the MTRU team are moving over into the new Public Protection Team. As with the development of the NSD Hub the timescale for this piece of work is by the end of 2020 and work to identify new improved ways of co-working with partners is already well underway. This is an exciting opportunity for us all moving forward, and will allow us to continue to improve upon the strong foundation that the MTRU has provided for our multi-agency approach to Public Protection in GM.

Author: Richard Moses - GM Head of Public Protection, NPS.

MAPPA in Greater Manchester and the Covid-19 Pandemic

In the time since the last MAPPA Annual Report from Greater Manchester, we have faced a number of unprecedented challenges as a result of the Covid-19 Pandemic. As a partnership we are always strongest when working together, cooperating and collaborating to protect the people of Greater Manchester and to support the effective management and rehabilitation of the most serious violent and sexual offenders in our communities. In Greater Manchester we have also held responsibility for the coordination and management of the Terrorism Act (TACT) offenders for the whole of the North West region, with the recent attacks in London serving as a stark reminder of the unassailable importance of this work.

So, as the news of the Covid pandemic began to break through the January and February of 2020, the Greater Manchester MAPPA and TACT Resource Unit (MTRU) recognised the immediate threat that this could pose to the stability and efficacy of our established working practises, and to the MAPPA framework in Greater Manchester more generally. We determined in the earliest stages that no matter what the national response to the pandemic would be, we would have to develop sufficient contingencies for the essential function that MAPPA provides in Greater Manchester to continue uninterrupted. To this end, we began to develop the Greater Manchester MAPPA Exceptional Delivery Model (EDM).

Through the commitment and collaboration of the MTRU team members we were able to present a fully realised contingency to the Strategic Management Board (SMB) Chair for urgent approval. The EDM was agreed, and just over two weeks later was implemented across Greater Manchester when central government announced the first national lockdown at the beginning of March. The EDM was built on operational guidance designed to support the essential roles within the Level 2 and 3 Multi Agency Public Protection meetings, laying out how our colleagues could continue to meet remotely and how the systems and processes behind the meetings would need to be adapted to allow for social distancing and travel restrictions, without impacting on the quality or effectiveness of the active case conferencing. As the MAPPA framework encompasses so many different agencies and bodies, it was crucial that the EDM could fit in across as many different working structures and practices as possible, and partnership inclusivity was key. If any single organisation was unintentionally excluded through the method or approach to managing MAPPA in the lockdown environment, the experience and expertise that they bring to the process would be lost, potentially introducing 'blind spots' to the Risk Management Plan and putting the public at increased risk of harm.

To ensure the initial EDM would be effective across the board and could be deployed immediately, we set out the use of the telephony and teleconferencing facilities that were already established as a part of the previous 'Business As Usual' MAPPA process, because we knew it worked and that it was secure. However, it quickly became apparent that whilst the established telephony and dial-in could technically be used to run a MAPPA meeting, it was far from ideal and introduced a number of additional difficulties for the Chair and MAPPA Administrator in how the meetings were run. We took this feedback on from the very first meetings and worked quickly to adapt our EDM to make it more practical for the partners involved, which is how we came to evaluate the use of an online platform to host the MAPPA meetings. This presented us with the benefits of a face to face type meeting, where the Chair and Admin could also use the additional functionality to direct conversations and decision making, record meetings for minute taking and action setting and effectively engage with partners in a more personal way. Microsoft Teams was identified as the preferred platform because it was usable and accessible to the widest portion of the Responsible Authority (RA) and Duty To Cooperate (DTC) partnership in GM.

Subsequent lockdowns and the Covid recovery periods have begun to change the way we work, interact, socialise and we have all had to adapt to the 'new' normal in some way, shape or form. As a result of the on-going work with the EDM and the continued commitment to professional improvement we now have a resilient and established working practise that has, through the necessity of its introduction, actually improved attendance and contribution to the MAPPA process. Inter-agency collaboration has been made more accessible through our developed approach and therefore has become more effective in protecting the public.

There have been so many losses, difficulties and tragedies across the wider public sector and the communities we serve throughout this last year, so we are particularly grateful to have been able to develop a new way of working which has not only allowed us to continue to support the people of Greater Manchester through the effective discharge of our shared statutory obligations, but also improve upon the foundations of our working practise to reinforce the importance and impact of our partnership.

Author: Mike Duzinkewycz - GM MAPPA Strategy Manager

Case Study - "Bill"

This case was managed and coordinated by the Wigan / Bolton Probation cluster. Individuals' names have been changed to protect their identities, and locations have been anonymised.

As a young child Bill was placed in Local Authority care. The full details of why remain unclear. What is known is that Bill would be challenging in school and within placements. Bill reports being sexually abused whilst in care and commenced offending at the age of 11. During his adolescence and early adulthood Bill's offending escalated to Arson, violence, including serious domestic abuse against his partner.

The index offences were again all within a Domestic Abuse context. In recognition of the enduring abuse against the same partner, with their children present, together with Bill's disregard for other orders/sentences imposed previously he was sentenced to an Extended Sentence with 7 years imprisonment and 5 years supervision. A Restraining Order was also imposed for an indefinite period.

Throughout the custodial part of his sentence, Bill would not engage with his Probation Officer, Prison Offender Supervisor and would not complete any interventions to address his offending behaviour. The consequence of this was that Bill was not granted any opportunity for early release on Parole.

Due to concerns about Bill's lack of engagement, the ongoing risk posed towards his ex-partner and children, together with the need for a number of agencies in the community to work together in a coordinated way to devise a release risk management plan a referral to MAPPA was completed by the Probation team in the 6-9 months prior to his automatic release date.

A referral was made to an Approved Premises in the Greater Manchester area, as enhanced monitoring through a curfew, daily sign ins were needed post release. Stringent Licence Conditions were also set with the intention of managing the risk that Bill presented including a robust victim safety plan.

Bill's release fell in the early stages of the COVID19 pandemic. The MAPP personnel agreed that core group meetings were required to ensure that the victim safety plan was specifically focused on with the relevant agencies involved and to ensure that the national lockdown would not impact on roles, responsibilities and resources being available. In my 6 years of Chairing meetings I can honestly say that the plan devised was the most comprehensive I have seen, but more importantly understandable to the victim(s) and all involved.

In the last few weeks prior to release, Bill did agree to discuss his supervision on licence and the conditions he would be subject to with his Offender Manager and agreed to comply.

On the day of release Bill was escorted from the prison to Approved Premises. The contingency plan was explained fully so he knew that if he did not comply with his conditions then an emergency application to have his licence revoked would be pursued based on the significant and immediate risk of serious harm he still presented.

During Bill's 12-week placement at Approved Premises, he worked with the staff and started to engage in conversations and 1-1 interventions about his offending with his Offender Manager and the victim safety plan was effective. Due to the successful interventions, a robust risk management plan in place and all partner agencies effectively working together, Bill was de registered from Level 2 management to Level 1. Probation, Police, children services, victim services all remain involved, but the communication continues without the need for MAPPA level 2 oversight.

As part of Bill's ongoing resettlement plan in to the community, he has secured employment and has moved in to his own accommodation. He is addressing his offending behaviour and has started to recognise the changes he needs to make with his attitudes, beliefs this work will be ongoing.

Author: Wigan/Bolton Probation Cluster

Lay Adviser's Report

I was appointed as Lay Adviser to Greater Manchester MAPPA Strategic Management Board in April 2018. The last 2 and a half years have brought some really interesting opportunities and of course some major challenges - not least, all of us working through the Covid 19 pandemic since early 2020. I did have the chance to take part in an audit of MAPPA case files just prior to the national lockdown in Spring 2020, this was a really interesting task alongside MAPPA colleagues, where I was able to contribute to identifying some very good practice and reflect upon where work could be enhanced. Observation and 'hands on' work was limited for me during the period of the lockdown and key MAPPA agencies were working to an Exceptional Delivery Model. This didn't bar me from attending a level 2 MAPPA meeting remotely via TEAMS and observing that process – I was pleased to be able to have a discussion with the chair after and offer very positive feedback about the experience. I have also been able to contribute to the MAPPA unit input to PQIP Probation Officer training. I spend most of my 'real' working life planning and delivering lectures as a Senior Lecturer in Social Work at a local University and we have recently moved most provision online, so it made sense for me to offer to help out with that aspect of delivery development.

In terms of remote working which has been all sorts of things to lots of us (from being content to work at home, to missing routine and colleagues) it has been really good to experience both a remote Strategic Management Board meeting and also get back to attending a 'real' SMB – despite social distancing and other Covid measures, it was good to be back in that setting and see colleagues face to face.

It has been such a difficult year for many and a strange one for most, but it has been great to work with Greater Manchester SMB throughout.

Author: Claire Bellamy - Lay Advisor to GM SMB

Footnote:

MAPPA Guidance states that Lay Advisers are appointed to be consulted in the respect of the review of MAPPA functions. They must be consulted in monitoring the effectiveness of MAPPA and any changes made in order to bring about improvement. They do not have a role in decisions about, or the management of, individual cases assigned to MAPPA. Lay Advisers will operate as full members of the area's Strategic Management Board (SMB), participating in the SMB itself and any relevant sub-groups or working parties. Lay Advisers are voluntary public appointments and are unpaid.

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HM Prison &
Probation Service

