



Multi Agency Public Protection Arrangements

# GREATER MANCHESTER



# Annual Report 2020-21



# Introduction

---

On behalf of the Greater Manchester Strategic Management Board (SMB) it is my pleasure to introduce the 2020 - 2021 MAPPA Annual Report.

In the below sections the statistics illustrate just how well we have been able to manage and maintain an excellent level of service to the public, in spite of the difficulties that have continued as a result of the Covid Pandemic since the last Annual Report update.

Thankfully we now appear to be returning to a semblance of normality, and the SMB is keen to learn from the efforts and approaches that have been developed in response to these challenges, bringing the benefits of more agile and creative working forward into our regular practice.

This is highlighted in the article outlining our innovative new approach to auditing our MAPPA meetings, and also in the digital and online delivery learning material that our team members have contributed to the new national training program being used to support the reunification of the Probation Service and previous Community Rehabilitation Companies.

We are also excited to be a part of the development process for the upcoming MAPPA Category 4 implementation, which will see even better collaboration between our colleagues in Counter Terrorism Policing North West and the Probation Service's National Security Division Northern Hub, and we are looking forward to welcoming their representatives to be a part of our SMB in the near future.

- *Detective Chief Superintendent Joanne Rawlinson - Chair, Greater Manchester MAPPA Strategic Management Board.*

# 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, violent and terrorist 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.

Local Strategic Management Boards comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA with their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB).

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 more senior oversight and 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 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 enables 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.

## MAPPA and Terrorism

In response to the terrorist attack committed by Usman Khan at Fishmongers' Hall on 29 November 2019, the Home Secretary and the Lord Chancellor commissioned Jonathan Hall QC, who is the Independent Reviewer of Terrorism Legislation, to undertake a review of MAPPA and the management of known terrorists and other extremist offenders (TACT Offenders). The terrorist attack committed by Sudesh Amman in Streatham High Road on 2 February 2020

served to reinforce the need for the review, since both Khan and Amman had been managed under MAPPA. The government published the report on 2 September 2020 and published a response to it on 9 December. Both documents are available at <https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>. The report made a number of recommendations, several of which have been or are being implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Bill. Others have already been introduced by the creation of the National Security Division (NSD) in the Probation Service to manage terrorist offenders. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via the NSD, has created a specialist dedicated and highly skilled workforce, which provides an enhanced level of management and intervention for the most high-risk, complex and high-profile offenders in the community. This will include the management of terrorist connected and terrorist risk offenders. Five Probation Service national security units have been established across England & Wales during 2020/21. The NSD and Counter-Terrorism Policing will be working closely with local Strategic Management Boards to ensure the robust management of terrorism cases. The NSD also manages serious organised crime and the most high risk and high profile public protection cases.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2021</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	3653	1437	-	5090
Level 2	7	5	8	20
Level 3	2	0	3	5
Total	3662	1442	11	5115

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	15	14	29	58
Level 3	14	6	17	37
Total	29	20	46	95

<b>RSOs cautioned or convicted for breach of notification requirements</b>	184
--	-----

<b>RSOs who have had their life time notification revoked on application</b>	9
--	---

<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	260
SHPO with foreign travel restriction	0
NOs	5

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	1
---	---

<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	0	6	8	14
Level 3	1	2	2	5
Total	1	8	10	19
<b>Breach of SOPO</b>				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	<b>148</b>
---	------------

This figure has been calculated using the Mid-2020 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 2021 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2020 to 31 March 2021.

**(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 and terrorist 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 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 behaviour. They require 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.

# MAPPA Digital 'Live' Audits

---

The exceptional delivery plans implemented as a result of COVID had significant and far reaching implications on all elements of Public Protection practice. Within the MAPPA arena this meant a swift adoption of virtual meetings through the MS Teams application. The response to this was extremely positive in Greater Manchester and has seen improvements in attendance and engagement. An additional outcome was the opportunity to develop and implement an approach to 'live' audit reviews by the Greater Manchester MAPP Team (GM MAPPT) utilising the recorded MAPPA meetings across the area.

Using the MAPPA L template, the GM MAPPT established a live audit calendar to review level 2 and 3 meetings every 6 weeks. In order to provide validity and professional expertise to the process the audit panel is made up by:

- The GM MAPPA Co-Ordinator (a previous MAPPA Chair and risk lead SPO for Greater Manchester Probation).
- The MAPPA Strategy Manager (a current Detective Sergeant for Greater Manchester Police) and
- The MAPPA Admin and VISOR manager.

The live audits are undertaken through MS Teams allowing the audit panel to observe the MAPPA meeting that took place. This not only provides a real time observation of the meeting but crucially allows the audit panel to pause and break away from the recording to discuss the areas being audited and obtain a consensus on the relevant MAPPA L section. Additional comments and observations are noted throughout the audit process and are used to provide an in-depth narrative of areas of learning as well as excellence.

Following the completion of the auditing the MAPPA Co-ordinator convenes a one to one meeting with the MAPPA chair to discuss the findings. This provides an open and free space to discuss different skills sets, areas for improvement and positive recognition of Chairing skills demonstrated. Feedback from GM MAPPA Chairs has acknowledged the benefits from this noting the advantages of 'personalised support and learning' and 'bringing to life' the audit process and findings. As part of the overall exercise the GM MAPPT then look to share any trends and patterns identified via the auditing process with the Greater Manchester Senior Leadership Team and SMB, so that learning can be disseminated across the region. Finally, the MAPPA Co-Ordinator and MAPPA Strategy Manager collate any new learning and observations into the MAPPA Chair training package. This ensures that the most up to date best practice is embedded into training to support new Chairs in the undertaking of their role.

The approach to live auditing by GM MAPPT has been a welcome opportunity to observe and audit meetings taking place without the potential for any impact by attending in person. We have been able to identify a number of key learning points, specific to the virtual meetings, to support MAPPA Chairs and will continue to develop the auditing process in order to effectively support MAPPA Chairs in each lead agency.

- *Gavin Dooley, Greater Manchester MAPPA Co-ordinator / Operations Manager, Multi Agency Public Protection Team.*

# Equality and Diversity

---

Following the guidance set out in the Responsible Authority National Steering Group's new Business Plan for 2020 - 2022, the Greater Manchester SMB has made equality and diversity a theme for the next year. SMB has discussed E&D issues and how we can reflect E&D in our partnership working, while recognising that our respective organisations all have E&D policies for our own responsibilities. We learned that some of our organisations have been doing some very focused work within our separate service areas. Although the specific nature of that work precludes any obvious easy transfer of practice, SMB realised that there are common issues and areas for shared learning. We are bringing together the learning to date and we plan to have a special focus at one of our meetings to share information and learning and to develop some more widely-applicable tools or approaches to E&D issues for MAPPA.

- *Mark Ellison, Project Manager, Manchester City Council. SMB representative for Local Housing Authorities.*

Two further work streams have been initiated by thematic escalations and multi-agency partnership areas for development:

## **CPA – 117 Custodial Interface**

It has been noted that the CPA process when individuals are in custody faces systematic multi agency challenges which have led to the development of a working group.

The group was convened to explore the challenges around continuity of care provision & assessments and develop a clear multi agency process & pathway. The group has included key membership from both the commissioned Mental Health Providers in GM, MAPPA SMB colleagues and Designated Nurse. Two meetings have been held to date to discuss how best to proceed in respect of developing a process to ensure joint working and early escalation of any issues relating to individuals who are subject to probation & also under the care of mental health services.

## **Female Offenders**

The cohort of females under the MAPPA process has identified significant challenges due to the complexity & risk management. The lack of an Approved Premises in the city also impacts on the ability to provide a continuity of care and coordination of multi-agency services to support individuals whilst also managing risk.

Recent case examples have highlighted the requirements to consider diagnosis of personality disorder, interface with mental health & learning disability services whilst seeking appropriate accommodation and support. More recently female approved premises out of area have been able to offer placement and this is despite other providers declining placement & support due the level of risk & the individual's presentation.

There remain further challenges in securing alternative support & accommodation other than an AP with providers not willing to consider an assessment until the person has sustained a 6-month period of stability in the community. This impacts on AP availability and placement management with no alternative specialised provision.

This has resulted in a working group being established with key representation from partners to take this agenda forward. There is a consensus within the working group that future provision for female offenders needs to consider a more local AP facility for the city with a clear step-down facility by way of a supported accommodation offer & commissioned multi agency team. This would address the complexities around personality disorder, LD, mental health, substance misuse with an ethos of trauma informed practice.

The working group with support of MAPPA & probation colleagues are also reviewing retrospective female MAPPA data to develop a usable evidence base of material to support this project going forward.

- *Louise Honour, Designated Nurse for Adult Safeguarding, Manchester Health and Care Commissioning. SMB Representative for Clinical Commissioning Groups.*

# Learning Disability and Autistic Community

---

As part of the Greater Manchester Health and Social Care Partnership programme of work key priorities have been set around the Learning Disability and Autistic community. One key area identified was that we need to ensure that vulnerable people who have contact with the criminal justice system receive appropriate support and that reasonable adjustments are in place to ensure fair and equitable treatment of young people coming into contact with the criminal justice system. A multi-disciplinary group was formed made up of representatives from the 10 Greater Manchester Authorities and key agencies such as the Police and Probation Services to identify priorities and formulate a plan. Funding was sourced from GMHSC Partnership to assist with this aim with a particular focus on 25 year olds and below. This funding has enabled the group to recruit programme management support to progress this work which commenced during 2020/21.

The key aims of the work are:

- Highlight and map out areas of good practice and gaps in services throughout the different regions of Greater Manchester.
- To Reduce Inequalities within the Criminal Justice System for people with Learning Disabilities and or/Autism.
- Encourage and support a model that gives focus to prevention and support.
- To develop best practice approaches and pathways that identify and support offenders who have a Learning Disability and /or Autism and aims to ensure that they are treated fairly, and supported not to reoffend.
- Encourage and support an increased awareness of Learning Disabilities and/or Autism within the Criminal Justice System and support services to make reasonable adjustments.
- Reduce and support number of Young People coming into contact with the Criminal Justice System.
- Ensure that victims of crime with learning disabilities and Autism have a voice and are supported to access services.
- To increase staff awareness across the CJS.

Some of the more practical work being carried out includes:

- Introduction of Autism specific sessions as part of new Custody and Detention apprenticeships.
- HMPPS introducing new guidance on addressing needs of Autistic children and adults in custody and promoting existing guidance that NPS has developed.
- Introduction of Neurodiversity Managers in some prisons.
- Prison Governors expected to commission screening via education in prisons.
- New data categorisation on Autism added to digital prison management system.
- College of Policing Mental Health Authorised Professional Practice to be kept updated to reflect current advice to support Autistic people.
- Ministry of Justice developed to encourage more prisons and probation to undertake NAS Accreditation.
- Review of Intermediary provision and looking at more use with defendants.
- HMCTS (courts) to increase training and awareness.
- Research to look at Out of Court Disposals.
- Guidance to be published on healthcare's role in identifying Autism.
- Prisons to be supported to develop Autism pathways as per the 2020 Prison health primary care service specification.
- RECONNECT - a new service to provide care to vulnerable people leaving custody including Autistic people.

This has been supported by the introduction of new accessible paperwork that is currently being piloted for custody suites prior to roll out across all GM areas. In Tameside we aim to commence raising the profile of this work to encourage engagement and adoption of new practice locally.

- *Mark Whitehead, Head of Service, Adult Social Care, Tameside. SMB representative for Adult's Social Care.*

# GM MAPPA Case Studies

---

One of the Offender Managers (OM) in the Tameside Probation Delivery Unit was managing a female whose index offence was Arson. Her fire setting behaviours were triggered by a deterioration in mental health and a lack of stability in the community. There was no duty to accommodate this female in Tameside as her local connection was Hackney and emergency provision was not being offered due to damage caused during a previous stay in 'A Bed for Every Night'. This female received another short sentence for a similar offence and an Emergency Approved Premises placement was requested, but due to the Arson offence, there were limited placements that would accept her and there were no beds available in those that would. The OM was faced with the prospect of a vulnerable female who posed a High Risk of Serious Harm being No Fixed Abode. The concern was that the lack of stable accommodation upon release would result in an increase in risk and further offending.

Following discussions with the Multi Agency Public Protection Team (MAPPT) the female was referred to MAPPA Level 2 and an Emergency MAPPA was held. The professionals invited to the meeting included the OM from Tameside, accommodation providers both in Tameside and Hackney, staff from the Homeless Prevention Team, Probation staff from Hackney and mental health services and the substance misuse team from both areas. The MAPPA forum allowed professionals from two different areas of the country to meet to devise a Risk Management Plan that would ensure that the risk that she posed could be managed. Temporary accommodation was found whilst Hackney local authority made an assessment regarding their duty to house the female. She also received the necessary support in relation to alcohol and mental health. Hackney Local Authority did accept duty to house the female and it was agreed that the case would be transferred following a MAPPA meeting in Hackney. The MAPPA Level 2 Chair and OM from Tameside attended the initial MAPPA meeting in Hackney and inputted into the Risk Management Plan for management in the new area. This case has now been successfully transferred to Hackney and the female is currently in settled accommodation and is receiving support for her mental health and substance misuse. There has been no evidence of further offending during this licence period.

- *Faith Scott, Senior Probation Officer, Level 2 MAPPA Chair, Tameside.*

Within the City of Manchester, North area, the case of a male with an index offence of Arson had been recalled twice, and presented as a very institutionalised older male who had spent the majority of his life either in care or in and out of prison. He had a long history of substance misuse with very little by way of a support network in the community. Previous OM's had highlighted and pressed the need for Mental Health assessments to be completed along with comprehensive cognitive and/or executive functioning assessments.

For many reasons these were either not completed or gave differing opinions over the years. This was again highlighted by the Parole Board at his final hearing before his sentence expiry date. This was all discussed with MAPPT and a referral was submitted for thresholding. The initial meeting was convened and it was agreed by all agencies to continue to work with the male on a non-statutory basis as part of the Integrated Offender Management cohort to ensure that his needs were assessed and that he gained access to the services he required. He was released at his sentence expiry date and given a bed in an Approved Premises for a short period of time until suitable move on accommodation could be secured.

Through convening the Level 3 meetings the panel were able to secure a wraparound package of support and care for the male from Mental Health, Adult's Social Care and local housing providers. The male moved on successfully from the Approved Premises into shared accommodation with the correct support and care around him, and with the risk he posed to the public now sufficiently mitigated he could be deregistered from both the MAPPA and IOM frameworks.

- *Stuart Tasker, Probation Service Assistant Chief Executive, Level 3 MAPPA Chair, City of Manchester - North.*

All MAPPA reports from England and Wales are published online at:

[www.gov.uk](http://www.gov.uk)



HM Prison &  
Probation Service

