

# GREATER MANCHESTER



# Annual Report 2021-22



# Introduction

---

On behalf of the Greater Manchester Strategic Management Board (SMB) I am pleased to present the 2021 - 2022 MAPPA Annual Report.

The comprehensive detail provided below illustrates the incredibly high levels of demand on our services in Greater Manchester, and in turn highlights just how hard our colleagues from across the Responsible Authority and Duty to Cooperate partners have worked to maintain the highest standards of professionalism and performance expected of them. In this report we have chosen to exemplify this through a selection of case studies from across our 10 Districts.

Over the last 12 months we have seen some significant change and challenge in the delivery of the MAPPA framework, and we have been so encouraged to see how well the MAPPA partners in Greater Manchester have responded and risen to the occasion. We were pleased to host colleagues from His Majesties Inspectorate of Probation and Police, Fire and Rescue Services in their Joint Thematic Review of the MAPPA framework, where the Manchester South Probation Delivery Unit was one of the national focus areas. Critical challenge and insight only help us to improve, and the opportunity to contribute to the national conversation and display our collaborative working approach was a welcome one. As well as discussing the potential issues and barriers to progress raised by differing approaches from across the country, we were able to showcase the successes and benefits of our enhanced offer.

New legislation has been enacted within the Police, Crime, Sentencing and Courts Act 2022, granting more powers to involve individuals and organisations in the MAPPA framework on a statutory basis, and further developing the scope and foundation of how we share information. The opportunity this presents to build a stronger and more resilient service to the public is really exciting, and I am personally looking forward to leading and supporting this work further as we move on into the new reporting year.

- *Detective Chief Superintendent Michaela Kerr - 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, Department for Work and Pensions and Local Housing and Education Authorities.

Local Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA within their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA 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** –subject to sex offender notification requirements;
- **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.

A fourth category for terrorist and terrorist risk offenders was introduced by the Police Crime Sentencing and Courts Act 2022 after the period covered by this report.

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

The government published an Independent Review of the MAPPA used to Supervise Terrorist and Terrorism-risk Offenders on 2 September 2020 and published its response 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 implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via its National Security Division, 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 includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases.

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

# MAPPA Statistics

## MAPPA-eligible offenders on 31 March 2022

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	3895	1460	-	5355
Level 2	5	3	15	23
Level 3	3	5	5	13
Total	3903	1468	20	5391

## 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	13	18	22	53
Level 3	10	9	21	40
Total	23	27	43	93

<b>RSOs cautioned or convicted for breach of notification requirements</b>	222
--	-----

<b>RSOs who have had their life time notification revoked on application</b>	7
--	---

## Restrictive orders for Category 1 offenders

<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	326
SHPO with foreign travel restriction	0
NOs	7

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

## Level 2 and 3 offenders returned to custody

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
<b>Breach of licence</b>				
Level 2	2	8	3	13
Level 3	2	5	3	10
Total	4	13	6	23
<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>	156
---	-----

This figure has been calculated using the 21 March 2021 census population estimate, published by the Office for National Statistics on 28 June 2022, excluding those aged less than ten years of age. Previously, we have based this figure on the mid-year (30 June) population estimate. As such, the current figure may differ from the corresponding figure based on the mid-2021 estimated resident population, which will be published by the Office for National Statistics later this year.

# Explanation commentary on statistical tables

---

## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2022 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2021 to 31 March 2022.

**(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) Subject to Sex Offender Notification Requirements** – 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 are not subject to notification requirements. 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 the offender does not comply with these conditions, the Probation Service will take breach action 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 and/or positive obligations 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 on the balance of probability 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, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP). The chief officer/NCA/BTP/MODP 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 individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Offenders have a right of appeal against notification.

**(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, NCA, BTP or MODP 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an 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 individuals 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.

# Reports

---

## **MAPPA Co-ordination**

The 12 months since our last annual report have seen a number of significant developments in Greater Manchester MAPPA.

The unification of the National Probation Service and Community Rehabilitation Companies saw the emergence of a single Probation Service, and with it an improved ability to ensure all potential MAPPA nominals were managed effectively. The Greater Manchester MAPP Team (GM MAPPT) based at Greater Manchester Police's Nexus House have worked incredibly hard to ensure their visibility across the region for all staff in this time, additionally committing to a co-located working pattern across each of the nine Probation Delivery Units. This has provided staff in the Probation Service the ability to further develop their MAPPA knowledge as well as establish a strong working relationship to the wider MAPPA arena through a dedicated member of staff.

National MAPPA guidance on Domestic Abuse saw significant update with a recognition towards increasing the understanding of and referral to Category 3 management for appropriate nominals. To drive this the GM MAPPT developed a training package on the key updates and delivered it to all Probation Delivery Unit's across the region. These were well received events and staff positively engaged in discussion and learning.

In 2021 we saw the national implementation of MAPPA Level 1 reviews. Greater Manchester took their already established best practice and in implementing the process created an expectation for all reviews to be undertaken by the Probation Practitioner and their line manager. This approach ensures additional oversight, an enhanced ability to respond to emerging risk as well as embedding a formal mechanism to consider the need for escalation to level 2 or 3. In March 2022 Greater Manchester hosted colleagues from HMIP and HMIC for the Joint Thematic Inspection of MAPPA. This afforded Responsible Authority and Duty To Cooperate agency colleagues alike the opportunity to showcase the work they carry out in order to best protect the public through multi agency work. We were pleased to see that a number of recommendations in the thematic report were already in place in Greater Manchester and are now in the process of embedding further recommendations from the inspection into practice.

GM MAPPT are now well into our second year of Live Audits for Level 2 and 3 meetings across the region. We're extremely proud of this piece of work utilising our online team function to co-ordinate the live audits between GM MAPPA co-ordinators, Lay Advisor and SMB members. The MAPPA Co-ordinator has continued delivering one-to-one meetings with MAPPA chairs to discuss findings in an open and free space and sharing 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, on behalf of the MAPP Team I would like to extend our thanks to colleagues across all Responsible Authority and Duty To Cooperate Agencies for their continued engagement and support towards effective multi-agency work in Greater Manchester.

Gavin Dooley

Greater Manchester MAPPA Coordinator

## Lay Adviser

I was appointed as Lay Adviser to Greater Manchester MAPPA Strategic Management Board in April 2018. The intervening 4 years, including the pandemic of course, have flown by. I am very pleased to say that this appointment has now been extended until 2024, beyond the initial 4 year appointment. Another speedy year has passed which has brought some really interesting opportunities for me in this role.

I have been very pleased to be able to take part in live digital audits of MAPPA meetings. I have worked alongside the MAPPA Coordinator and Deputy Coordinator in this role on a regular rolling basis. This is a fabulous opportunity to see MAPPA in action and to give positive and also developmental feedback to MAPPA Chairs about how meetings are chaired and managed.

I have also been able to take part in a Serious Case Review this year. I have participated in the early stages of this process and been able to ask questions of the process and of those participating, from a lay perspective.

There has been a very positive development alongside all of this. In my 'day job' as a Senior Lecturer in Social Work at Manchester Metropolitan University, we are always looking to develop robust and interesting skills development days as a central and required part of the students' professional training. I am very pleased to say that Mike Duzinkewycz (GM MAPPA Strategy Manager) has been able to provide us with a vital skills day input around multi agency risk management for our programme. Thank you for this.

It has been a great 12 months and I have enjoyed contributing to the Strategic Management Board.

Claire Bellamy

GM SMB Lay Adviser

# Case Studies

---

The following cases have been brought together from across the Greater Manchester region to highlight both the complexities and success of the joined up working approach evidenced throughout the MAPPA framework in our area. Each case has been anonymised to protect the identities of the individuals involved and ensure the integrity of the ongoing work.

## Case Study – “Amir”

Provided from the Salford Probation Delivery Unit.

Amir is a 27-year-old male, with an index offence of Common Assault, alongside Breach of Sex Offender Registration and multiple Breaches of Restraining Order.

There are three other females who have all previously been subjected to this pattern of behaviour displayed by Amir. This includes physical assault, kidnapping, false imprisonment, harassment, stalking and rape. He is subject to Sex Offender Registration after sexually assaulting two strangers on a night out in Manchester. All previous victims describe rape as a pattern of behaviour but have been reluctant to formally report this.

Amir has also had the same psychological impact on his victims. They begin as coherent individuals, but following a “relationship” with Amir, they all develop significant mental health and substance abuse issues. They have all attempted suicide.

The assessment of Very High Risk of Serious Harm was agreed due to acute risk factors being present, an absence of stabilising factors and Amir actively seeking to breach Orders. On all arrests, Amir was found at the victim’s address. Custody was not a significant deterrent as he still finds ways to contact his victim and extort money from them.

The case was particularly sensitive due to the victim being employed by Probation at the time and a number of other geographical areas being involved. Children of the victim were also deemed to be at risk.

All agencies needed a comprehensive trigger plan for this case whilst in the community and a coordinated approach to sharing information.

The victim was and still is extremely vulnerable. Having left her husband and two children for Amir, she was subject to a capacity assessment as she appeared so traumatised following a ‘relationship’ with Amir that she struggles to make good decisions.

The sharing of information across the areas and police forces involved, with clear coordination regarding active investigations, was essential. When the victim was reported as a missing person, it is likely she was being held by Amir – this has been found to be the case on two separate occasions.

Due to the vulnerability of all the victims, it was very unlikely that they would support more serious prosecutions (e.g., for rape) where a substantial custodial would be awarded that could have better protected the public. Initially some services were working with the victims, but they were not coordinated or statutory, so bringing them together in a multi-agency forum was imperative. Likewise, it was identified that bringing together Children’s Services from the 3 areas involved and highlighting the lack of protective factors in the case needed to be done so that the Risk of Serious Harm to the children was prioritised. All too soon, areas were closing down the referrals as they didn’t have the full picture or the local intelligence – this was challenged and changed during the MAPPA process.

Through the effective use of the MAPPA process, clear trigger planning and swift communication has shortened the period of Amir being in the community. This has generated external controls that have reduced the severity of the

offending, reducing from incidents of false imprisonment and rape to still serious but lower impact incidents of harassment. MAPPA has helped in building the case against Amir in a coordinated approach, supporting police forces in 5 areas to bring cases against Amir so that Courts are not writing off what had been deemed lesser offences. By sharing the Risk of Serious Harm, intelligence, and trigger plans with Children's Services, we have been able to engage the director of services who has taken a different view to the gateway social workers. This has enabled the local schools to be involved in the protection of children. The MAPPA panel has also secured a move away from the local area where the immediate victim was, in order to maintain a further physical and geographical boundary.

## **Case Study – “Bryan”**

Provided from the Bolton Probation Delivery Unit.

Bryan is a Category 3, Level 2 case. He is 26 years old and has a significant history of lower-level violence in terms of Domestic Abuse. He has a Very High Risk of Serious Harm and is known for carrying weapons.

Throughout his management he has demonstrated a repeat pattern of abusive behaviour towards his mother, and generalised violence towards members of the public. He has a history of non-compliance with any Orders and has displayed concerning and unusual behaviours seeming to relate to mental health concerns, such as outbursts of anger and poor emotional control in the community and in front of professionals.

Bryan was given a potential diagnosis of Autism as a child, and questions have been raised over his capacity to manage his finances. His violent outbursts also included periods in custody on the segregation unit. He has continued to show a deep mistrust of professionals. Bryan was adopted as a child and has a very caring and supportive adoptive mother and father, but he has consistently abused them, and this is believed to be associated to his earlier childhood traumas. He has also presented a risk to staff after assaulting a Probation colleague at an Approved Premises during one of his period's post release.

Through the MAPPA process we were able to have a psychological case formulation completed which assisted professionals working with him, advising on how to respond to his behaviour. Assessments were completed by the In-Reach mental health team and he has been diagnosed with early onset Psychosis. As a result he is now supported by mental health services in the community. A property has been secured for Bryan, which has brought with it wrap around support from support workers as well as a dual diagnosis team. He had an assessment from social care but stated he did not want their support, as he now considers that he is well supported with what is in place currently. The MAPPA Chair has set out clear expectations with regards to Bryans behaviour, which were communicated directly to him, and this has had a positive impact. The MAPPA Panel has also managed to secure social support for his mother. A disclosure has been created and shared with relevant professionals working with him to protect them and it has also been shared with his GP.

## **Case Study – “Charlie”**

Provided by the Manchester South Probation Delivery Unit.

Charlie is a Young Adult Male with a history of robbery, violence and domestic violence offending. He was released from custody but quickly recalled because of his mental health declining, rejecting help and breaching his licence conditions by failing to reside at the residential care home. On his return to custody there were considerable concerns regarding Charlie's mental health, with his behaviour becoming increasingly bizarre, leading to him being under considerable threat from the rest of the prison wing and a significant risk to himself.

Charlie required management from a number of agencies and departments in order to operate a joined-up way of working in an effort to ensure that both he, and other people, are kept safe and that his needs are fully met. He presented with several co-morbid diagnoses and difficulties (learning difficulties, mental health, personality difficulties and trauma, acquired brain injury and substance misuse) which required an integrated, coherent management plan across health and mental health multi-disciplinary teams.

A multi-agency risk management plan was needed to effectively control and mitigate the risks he poses as well as safeguard him from further harms. This required the assistance of several agencies to address the following:

- Establish a mental health/psychosocial assessment/treatment and care pathway to ensure continuity treatment and assessment from the prison in-reach team to the community mental health/adult social care services in the community
- find appropriate accommodation for his imminent release, as he was not able to return home due to the significant risk he poses to his siblings. The Approved Premises was deemed unsuitable due to his complex needs.
- Put into place safeguarding measures to protect his ex-partners and younger siblings living with his mother, who he was drawn back to due to his mental health issues, drug use and history of domestic violence.

Due the presenting complexities of this case and the barriers around availability of specialised services, this case had been registered under MAPPA Level 2 for three years. However, within this time, professionals from all agencies have worked closely together to overcome the barriers resulting in the commissioning of a specialist psychological assessment, which paved the way for Charlie's successful transfer from the prison to a secure mental health unit in the community. More recently a package of support/care has been put into place for his move on to a specialised residential setting. This multi-agency approach has hugely mitigated the significant risk Charlie posed to the public, ultimately leading to the deregistration of this case from MAPPA frameworks.

Despite the long slow haul of transferring Charlie to a secure setting it was the hard work and the determination of practitioners from the In Reach, Probation and Mental Health teams as well as the MAPPA core group oversight that got us to this positive outcome.

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

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



HM Prison &  
Probation Service

