

**Area name here**

# GREATER MANCHESTER



# Annual Report 2022-2023

# Intro

SMB Chair:

On behalf of the Greater Manchester Strategic Management Board (SMB) I am delighted to present the 2022 - 2023 MAPPA Annual Report. The report highlights the significant demand on services in Greater Manchester, and the dedication and hard work of colleagues and partners across the responsible authority to maintain the highest standards of professionalism and performance expected of them.

The inclusion of case studies from across Greater Manchester brings the statistics to life to truly exemplify this in practice.

The SMB have returned to pre-covid ways of working as highlighted in further detail below and have welcomed the opportunity to conduct a self-assessment to further improve how we operate, and we continue to invest in training.

As the new chair of the SMB, I am personally looking forward to leading and supporting this work as we move on into the new reporting year and I extend my thanks to our Lay Advisor and colleagues across all agencies for their commitment to delivering effective multi-agency work across Greater Manchester.

Neil Jones

Detective Chief Superintendent

SMB Co-Chair:

The past twelve months have seen a significant increase in the volume of MAPPA level 2 and 3 meetings, driven in part by the greater use of category three to address the risk of serious harm from domestic abuse offences and behaviour. This increase enables GM partners to remove barriers and overcome obstacles to good joined-up practice, but also expands generally the fundamental MAPPA principle of multi-agency working to more cases. A better staffing picture within GM Probation and specifically within the Multi-Agency-Public-Protection Team, as well as some smart restructuring of processes has enabled us to step up and meet this demand and need. I would like to express my appreciation to all colleagues and partners who are a part of our GM MAPPA approach.

Richard Moses,

Head of Public Protection, Greater Manchester Probation Service

MAPPA Coordinator:

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

Notably our Strategic Management Board, having been held virtually as a result of lockdown measures, unanimously agreed to return to in person meetings. We recognised the merits of virtual meetings in terms of time and travel however, the advantages of being in the room with colleagues from across the Responsible Authority and Duty To Cooperate agencies, provides greater benefit. We have seen improved levels of engagement, enhanced professional relationships and crucially a more responsive and focussed approach to matters escalated to the Board. We have ensured a dedicated space for MAPPA Chairs to attend the SMB in person and present cases so as to inform the Boards understanding and facilitate expedient resolutions. The Board have also welcomed the opportunity to complete the MAPPA SMB Self-Assessment Tool in order to have an opportunity to build on areas of best practice and reflect on the strategic areas that can be improved.

Greater Manchester’s Multi Agency Public Protection Team (MAPPT) are now into our third year of Live Audits for Level 2 and 3 meetings across the region. We’re extremely proud of this work, hosting 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. We have successfully embedded the new MAPPA Quality Improvement Tool into our practice and are able to share trends and patterns identified via the auditing process with the Strategic Management Board, so that learning can be disseminated across the region.

In regard to the Greater Manchester MAPPA cohort, we continue to see not only an increase in the number of MAPPA nominals but an increase in the number of cases being actively managed. This increase has been anticipated and we are pleased to see an improved use of Category 3 registration for the management of domestic abuse perpetrators following additional training delivered.

In the last 12 months the region has increased its usage of ViSOR considerably. Probation Case Administrators have been vetted, trained, and placed in each Probation Delivery Unit, with plans for all Case Administrators to be trained within the next 12 months. The Senior Probation Officer group are vetted and trained and use the system to inform Touchpoint meetings, MAPPA meetings and other risk related work. Work has also begun in the last 3 months to get Probation Practitioners vetted and trained to use the system, initially targeting those who already hold the vetting level and also incorporating newly qualified officers to drive engagement with the system.  The focus for the next 12 months is to get all Probation Practitioners in the region vetted and trained on the system and to continue to drive engagement through the 3 target groups.

Probation Officers based in MAPPT continue to act as subject matter experts and have delivered high quality MAPPA training to all DTC agencies in 27 sessions across the calendar year. Training is also planned for all Probation Delivery Unit’s during September to November and to Senior Managers and Operational Staff in the local prisons. Likewise, MAPPA Administrators have continued to deliver an excellent service in supporting their MAPPA Chairs and panels in the smooth undertaking of meetings. We also welcome our new Police Strategy Manager to the team who will continue to build on the excellent work already done. I am incredibly proud of the commitment and professionalism that everyone in MAPPT has to ensure MAPPA is delivered to the highest standard across the region.

Finally, on behalf of MAPPT and the SMB I would like to publicly acknowledge the commitment and extend our thanks to our Lay Advisor and colleagues across all Responsible Authority and Duty To Cooperate Agencies for their continued engagement, high levels of professionalism and support towards effective multi-agency work. Thank you for making Greater Manchester safer.

Gavin Dooley

Greater Manchester MAPPA coordinator.

# What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) 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-eligible individuals 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 individuals 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 4 categories of MAPPA-eligible individual:

* **Category 1** –subject to sex offender notification requirements;
* **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order;
* **Category 3** – individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.
* **Category 4** – terrorism convicted and terrorism risk individuals

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 individual 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 individual.
* **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 individuals 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 individuals move between areas, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system, 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 Terrorism and Terrorism-risk individuals 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, the majority of which have been implemented, including 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 terrorism 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 individuals 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. Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

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

# MAPPA Statistics

MAPPA-eligible individuals on 31 March 2023

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1: Subject to sex offender notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 1 | 4102 | 1333 | - | 5435 |
| Level 2 | 7 | 10 | 26 | 43 |
| Level 3 | 5 | 1 | 4 | 10 |
| Total | 4114 | 1344 | 30 | 5488 |

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1: Subject to sex offender notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 2 | 18 | 19 | 49 | 86 |
| Level 3 | 19 | 7 | 22 | 48 |
| Total | 37 | 26 | 71 | 134 |

|  |  |
| --- | --- |
| Category 1 cautioned or convicted for breach of notification requirements | 633 |

|  |  |
| --- | --- |
| Category 1 who have had their life time notification revoked on application | 20 |

Restrictive orders for Category 1 offenders

|  |  |
| --- | --- |
| Sexual Harm Prevention Order (SHPO) | 292 |
| SHPO with foreign travel restriction | 0 |
| Notification Order | 59 |

|  |  |
| --- | --- |
| Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO) | 1 |

Level 2 and 3 individuals returned to custody

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Returned to custody for breach of licence | Category 1: Subject to notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 2 | 6 | 11 | 8 | 25 |
| Level 3 | 10 | 2 | 4 | 16 |
| Total | 16 | 13 | 12 | 41 |

|  |  |
| --- | --- |
| Breach of SHPO |  |
| Level 2 | 0 |
| Level 3 | 1 |
| Total | 1 |

|  |  |
| --- | --- |
| Total number of individuals subject to sex offender notification requirements per 100,000 population | 164 |

**This figure has been calculated using the mid-2021 estimated resident population, published by the Office for National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.**

**Consistent with previous publications, this figure should be based on mid-2022 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2022 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2022 estimates.**

# Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2023 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2022 to 31 March 2023.

(a) MAPPA-eligible individuals – there are individuals defined in law as eligible for MAPPA management because they have committed specified sexual, violent or terrorist offences or they currently pose a risk of serious harm. The majority are managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible individuals 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 individuals 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 – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders – individuals who do not qualify under the other MAPPA-eligible categories, but have committed an offence that indicates that they pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by whichever agency has the primary responsibility for them.

(e) Terrorism and Terrorism Risk Offenders – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorism-related activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

(f) Breach of Licence – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders are intended to protect the public from individuals 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 individual 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 individual. 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 individual has acted in a way since their conviction that makes 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.

(h) 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. Individuals have a right of appeal against notification.

(i) 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 recorded on VISOR as a Potentially Dangerous Person (PDP).

(j) Lifetime notification requirements revoked on application – A legal challenge in 2010 and a corresponding legislative response means there is a mechanism in place that allows qualifying individuals to apply for a review of their notification requirements. Qualifying individuals 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 subject to notification requirements 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.

# Reports.

Lay Advisor:

I was appointed as Lay Adviser to Greater Manchester MAPPA Strategic Management Board in April 2018. The intervening 5 years, including the pandemic of course, have flown by. I am very pleased to say that this initial 4 year appointment was extended until 2024. 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 on a regular scheduled basis. I have worked alongside the MAPPA Coordinator and Deputy Coordinator in this role. This is a fabulous opportunity to see MAPPA in action and to give positive and developmental feedback to MAPPA Chairs about how meetings are chaired and managed.

I have also been able to take part in the initial stages of a Serious Case Review this year. I have attended as many of the Strategic Management Board Meetings as possible to contribute to wider discussion and planning the work of MAPPA locally. The perspective of the public is always at the forefront of my mind in this work,

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 the previous GM MAPPA Strategy Manager has been able to provide us with a vital skills day input around multi agency risk management for our programme. There are plans afoot for this to continue which is really appreciated.

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

Claire  Bellamy

# 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 – ‘Mr F’

Mr F appeared at Crown Court to be sentenced for 8 offences including Possess Knife, Common Assault, Burglary, Assault Emergency Worker and Racially Aggravated Harassment resulting in an Adult custodial sentence of 28 months being imposed. Given that Mr F was not convicted of a schedule 15 offence that carries 12 months or more in custody on one sanction, he was referred under MAPPA Category 3. Mr F was due to be released on licence within a few weeks of the case being discussed with MAPPT and the referral being submitted.

Mr F had recently been informed by Prison Chaplaincy that a family member had been involved in a road traffic accident and had died. The pressing concern in regard to Mr F’s release was that he was very likely to ascertain the identity of the people who were driving the car which ran into his family member, resulting in their death. These persons were known in the area and were easily identifiable to Mr F who was voicing his intent to cause them extreme serious harm. Mr F did not name them which hindered having named no contact conditions on his licence.

There were serious safeguarding issues that required addressing prior to Mr F’s release from custody. He was estranged from other members of his family and was assessed as having “nothing to lose” making the risks posed imminent. As such the concerns were that Mr F would act out his verbal intentions.

Police and Probation were aware there were two people at potential risk of serious harm and death – the driver of the vehicle and his son; a known drug dealer from the local area. Mr F along with a co-defendant were also under investigation for an unprovoked serious violent offence (attempted murder) committed on a male. Due to these verbal threats and ongoing investigations, risk profiles and the full risk picture was unclear and needed to be discussed within the formal MAPPA arena with robust risk management plans agreed and devised. It was assessed that Mr F’s presence back in the community was going to increase the risk of serious violence posed by himself and potentially to himself. Given all this information an emergency Level 3 meeting was convened.

All agencies shared information and intelligence around Mr F, what was known about his family member’s death, the alleged further offence, his current and previous offending behaviours, and risk profile. It was assessed that the threats being made by Mr F were indeed credible and therefore the risk on release would become imminent. Actions were set and a decision was made to explore the option of “Power To Detain” alongside planning for his release on licence if the power to detain was not approved.

The Power to Detain application was successful marking the first case in GM that has utilised this provision. The MAPPA panel continue to hold regular review to ensure that current behaviour in custody is understood and that as robust as possible a Risk Management Plan is in place for future release.

Case Study – ‘Mr S’

Mr S was convicted of Murder and sentenced to life imprisonment with a minimum tariff of 12-years. Mr S had a history of engaging in violence when in the community and within institutional settings. His victims included, intimate partners, acquaintances, other prisoners/patients, and professionals tasked with managing his risk such as prison officers and mental health staff. Mr S was initially diagnosed with Dissocial, Paranoid and Emotionally Unstable Personality Disorders whilst in custody. Thereafter Mr S was diagnosed with Paranoid Schizophrenia and transferred to a High Secure Hospital.

Whilst in the High Secure Hospital, Mr S undertook thorough assessments and psychological interventions.  Mr S’s mental health stabilised and he received a substantial amount of psychological input, principally Dialectical Behavioural Therapy. Mr S was assessed and deemed suitable for transfer to a Medium Secure Hospital when a bed became available. Professional’s responsible for Mr S’s supervision were supportive of this given the treatment resistant nature of his psychotic illness and the interplay with his personality disorders. For the following 5 years, Mr S continued his good progress leading to increased leave to a specialist Medium Secure Residential Home. Assessed as suitable and as a result of Mr S’s continued compliance, the Residential Home agreed to providing a long-term placement on the provision funding could be sourced and agreement reached on the proposed release plan.

Given all professionals involved in the case were supporting release, and taking into account the amount of time Mr S. had spent within closed settings, the enduring mental health conditions he would continue to experience, funding issues relating to placement and an impending case transfer, it was considered a collaborative approach was necessary as a means to secure an appropriate support package in addition to developing a robust risk management plan in preparation for release. As such a MAPPA Level 3 meeting was convened.

Through the effective use of the MAPPA process and by way of developing a viable risk management plan, a Probation Practitioner was identified to support with care taking appointments when Mr S was at the Residential Home. The MAPPA panel developed the risk management plan further through contingency plans with both Responsible Authority and Duty To Cooperate agencies should Mr S fail to return to the Residential Home. The MAPPA also facilitated agreement between the Probation Practitioner and Residential Home to assist with transfer of Mr S from High to Medium Security when required. The MAPPA panel went on to confirm appropriate funding pathways and registration with other care providers. Upon completion of the actions the MAPPA panel reconvened to ensure there were no further issues to address before progressing formal transfer.

Following review at Oral Hearing Mr S’s release was directed. He successfully transferred from the High Security to Medium Security hospital and has engaged in rehabilitative treatments without issue.

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