

Greater Manchester



Annual Report 2023-2024

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Intro

Strategic Management Board Chair:

On behalf of the Greater Manchester Strategic Management Board (SMB) I am delighted to present the Annual Report for 2023 - 2024. 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 and duty to cooperate agencies to maintain the highest standards of professionalism and performance expected of them.

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

I wish to extend my personal thanks to Claire Bellamy who has supported the SMB as the Independent Lay Advisor for the last seven years, which is an exceptional commitment, she will be truly missed.

I look forward to continuing to help lead and support this vital work as we move on into the new reporting year and I extend my thanks to all colleagues across agencies for their commitment to delivering effective multi-agency work across Greater Manchester.

Neil Jones

Detective Chief Superintendent | Head of Public Protection | Greater Manchester Police

Strategic Management Board Co-Chair:

The past twelve months have been a busy time for the criminal justice system and as ever MAPPA has played a huge part in ensuring those cases that pose the greatest risk and complexity receive the required level of multi-agency oversight and management.

Growing prison populations have posed significant challenges and individual agencies have had to adopt new ways of working to maintain stability in the system. A close eye has been kept upon any knock-on impact for MAPPA. Early releases, under old or new schemes, have the potential to increase instability and risk. In a number of early release cases MAPPA has been applied appropriately to mitigate that risk – but at the time of writing the impact on MAPPA overall has been relatively small.

That said MAPPA nominals have increased over the past twelve months, just as they did over the previous twelve months. This is in part because of the growing caseload within the CJS and the increased use of category three for cases that are of concern but do not hit the standard criteria. MAPPA Guidance changed to encourage the consideration of domestic abuse cases for category three management, and GM practice guidance changed accordingly to promote this.

Throughout the year the GM MAPPA model has given good account of itself. I am delighted to say that the Multi-Agency-Public-Protection-Team (MAPPT) continues to deliver MAPPA to the whole GM partnership in an exemplary way, providing the briefings and training, the management data and administration, assurance and governance that is required to ensure best practice. I am also pleased that as the workload has increased, we have been able to respond with new recruitment to further strengthen the MAPPT team.

The MAPPA SMB continues to provide the senior strategic oversight and throughout the past twelve months, through a combination of efforts, there has been excellent attendance and engagement – both at the board and at MAPPA level 2 and 3 meetings. I have no doubt that the two are connected!

Thank you to all GM colleagues from Responsible Authorities and Duty to Co-operate agencies for your contribution to MAPPA and public protection in 2023-24.

Richard Moses Head of Public Protection

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 multiagency 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 those convicted of violent offences and 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

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.

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 multiagency 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.

All MAPPA reports from England and Wales are published online at: <u>www.gov.uk</u>

MAPPA Statistics

MAPPA-eligible individuals on 31 March 2024

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	4392	1426	-	5818
Level 2	10	5	36	51
Level 3	5	0	7	12
Total	4407	1431	43	5881

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	14	22	63	99
Level 3	11	7	17	35
Total	25	29	80	134

Category 1 cautioned or convicted for breach of notification requirements	483
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Category 1 who have had their life time notification revoked on application	13
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	341
SHPO with foreign travel restriction	0
Notification Order	6

Number of individuals who became subject to sex offender notification	2
requirements following a breach(es) of a Sexual Risk Order (SRO)	

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	5	8	5	18

Level 3	2	1	5	8
Total	7	9	10	26

Breach of SHPO	
Level 2	0
Level 3	0
Total	0

Total number of individuals subject to sex offender notification requirements173per 100,000 population173

This figure has been calculated using the mid-2022 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-2023 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2023 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2023 estimates.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2024 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2023 to 31 March 2024.

(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 terrorismrelated 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 – 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.

Local page

MAPPA Coordinator:

The 12 months since our last annual report have seen a number of developments across Greater Manchester. One of these has been the implementation of bi-monthly MAPPA surgeries for all Chairs. MAPPA Chairs are invited to raise matters they would like to discuss in regard to MAPPA, including questions around specific legislation or engagement. Our Multi Agency Public Protection Team (MAPPT) Link Officers look to support Chairs with these issues and link in with SMB colleagues where necessary. The sessions also include a presentation and discussion of a relevant area of MAPPA guidance. This is led by the MAPPT Link Officer and is intended to provide a dedicated learning space. Presentations are short and drawn from MAPPA guidance, with Chairs able to request specific topics such as Information Sharing, Disclosure, Duty To Cooperate, and Subject Access Requests. We're pleased to see that attendance has been positive throughout the year and Chairs have reported the benefits of an open space to discuss and support the development of their roles.

MAPPT are now into our fourth 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 Greater Manchester's MAPPA Co-ordinator, Deputy Coordinator, Strategy Manager, Case Administrator, Lay Advisor and SMB members. The MAPPA Co-ordinator and Police MAPPA Strategy Manager have continued delivering one-to-one feedback sessions with MAPPA chairs to discuss findings in an open and free space. Since the last annual report, we have extended the provision of live audits to our National Security Division colleagues allowing for further support and development of practice as well as providing assurance to our SMB.

The Greater Manchester MAPPA cohort has increased this year both in terms of consultations provided, referrals submitted and overall number of cases actively managed. This increase has been anticipated and we are pleased to see a year-on-year improvement in the use of Category 3 registration for the management of domestic abuse perpetrators following additional training delivered.

In the last 12 months the region has continued to actively vet and train Senior Probation Officers, Case Administrators and Probation Practitioners on ViSOR. Once completed we will focus our attention on the Probation Service Officer and Senior Administrator Officer groups. Usage of ViSOR is increasing and MAPPT are working on spreading awareness and positive news about usage to increase investment from Practitioners.

Probation Officers based in MAPPT continue to act as subject matter experts and have delivered high quality MAPPA training to all DTC agencies across the calendar year. Additional training has been provided to all Probation Delivery Units in the region as well as the local Prisons. Link Officers continue to attend our MAPPA level 3 meetings in the capacity of a critical friend and have supported panels with specific pieces of work to ensure robust risk management plans can be implemented. Similarly, our MAPPA Administrators have continued to deliver an excellent service in supporting their MAPPA Chairs and panels in the smooth undertaking of meetings. 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.

This year also marks the 7th and final year of continued service by our MAPPA Lay Advisor Claire Bellamy. Over the last 7 years Claire has provided independent oversight and perspective to our

multi agency work. She has attended and engaged with our Strategic Management Board advising on public concerns, ensuring accountability, and supporting the public interest. Through her consistent engagement and positive attitude Claire has set an excellent example. Her contributions have been invaluable and have made a lasting impact on the work of MAPPA, MAPPT and the SMB. We have been incredibly proud to have worked with Claire and thank her for her outstanding service.

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

Gavin Dooley

Greater Manchester MAPPA coordinator.

Case Study:

The following case has been identified from 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. The case has been anonymised to protect the identities of the individuals involved and ensure the integrity of the ongoing work:

Mr X met the threshold for MAPPA Category 3 Level 3 registration and had been released on licence with a condition to reside at an Approved Premise. He was recalled to custody after being arrested for a further offence.

Mr X was a high-risk perpetrator of domestic abuse with several ex-partners involved and alongside these concerns, there were a number of children identified as being at risk. Mr X's children and those of ex/partners have been known to be registered on Child Protection and Child in Need plans as a result of associated safeguarding concerns.

Whilst resident at the Approved Premise, suspicions were raised that Mr X was tracking the whereabouts of his ex-partner, including the date of her move to a women's refuge. There were also concerns raised that he was tracking the whereabouts of his children. This was established following a room search and correspondence being found confirming their whereabouts. This was very concerning behaviour and required all safeguarding measures to be addressed.

Given the nature of the concerns in relation to risk, safeguarding and non-compliance a MAPPA level 3 meeting was convened to ensure that a defensible, robust risk management plan with all agencies was put in place.

An initial and review Level 3 meeting was held to address the complexities and put safety measures and contingency plans in place. Amongst these actions Mr X's most recent partner was moved to a new refuge out of area and Childrens Service commenced work with the family. These meetings evidenced excellent partnership working from Probation, Police, Approved Premises division, Children and Adult Services, Court staff, Housing, and mental health practitioners to bring together a robust risk management plan in the event that Mr X was released into the community prior to sentencing for the new matters.

Mr X subsequently pleaded guilty to the new matters and received a custodial sentence. A decision was made to deregister the case with agreement that a discussion will be held 6 months prior Mr X's release to determine whether further active conferencing is required.

Greater Manchester MAPPA Lay Advisor:

I was appointed as Lay Adviser to Greater Manchester MAPPA Strategic Management Board in April 2018. The intervening 6 years, including the pandemic of course, have flown by. I was very pleased that this initial 4-year appointment was extended to 7 years. I shall be very sorry to leave this important voluntary role in April 2025.

It has been great 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 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. The work of MAPPA and multi-agency risk management is really vital, and this SMB lay role has fed into the development of my teaching of our future social workers, about multi agency risk assessment and management– thank you for that.

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

Claire Bellamy

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

www.gov.uk



