

# Greater Manchester



## Annual Report 2010-11





# Message from the lead agencies

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## **Public safety and community confidence in Multi-Agency Public Protection Arrangements (MAPPA) are of paramount importance.**

This report from the Greater Manchester MAPPA Strategic Management Board outlines the work undertaken by a range of agencies to safely manage individuals in the community who have committed sexual and violent crimes, and to protect the public.

Although serious violent and sexual offending makes up a small proportion of all recorded crime, it inevitably causes the greatest concern. The top priority for the Police, Probation and Prison services and our partner agencies involved in MAPPA is to work together effectively to protect our communities from offenders who carry out such crimes. No single agency can tackle these challenges alone and it is vitally important that agencies support and inform the MAPPA process.

Risk can never be totally eliminated but it can be managed and reduced through effective joint working.

Significant advances have been made between agencies this year to share information and agree resilient management plans to reduce the risks posed by offenders subject to MAPPA, but we are conscious that we need to continually review and update these arrangements in order to afford our local communities the highest level of protection.

Ultimately, it is about making Greater Manchester a safer place.

This report provides a short summary of our key achievements in the last 12 months, our plans for the coming year and statistical information about the number of offenders managed under the arrangements.

The Board continues to benefit from the active engagement of its Lay Advisers who represent the public view, providing support and challenge to our work.

**Peter Fahy**  
Chief Constable  
Greater Manchester Police

**Alan Scott**  
Custodial Services Manager  
NOMS North West Region

**Roz Hamilton**  
Chief Executive  
Greater Manchester Probation Trust

# What is MAPPA?

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## MAPPA background

- (a) MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.
- (b) 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.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.
- (d) The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and duty to co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and 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 by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. 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** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; 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 management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, for the first time, key staff from the Police, Probation and Prison Services are able to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. All MAPPA reports from England and Wales are published online at: [www.justice.gov.uk](http://www.justice.gov.uk)

# MAPPA Statistics in Greater Manchester

<b>MAPPA-eligible offenders on 31 March 2011</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1,953	1,015	-	2,968
Level 2	14	18	18	50
Level 3	5	3	3	11
Total	1,972	1,036	21	3,029

<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	61	90	39	190
Level 3	22	26	16	64
Total	83	116	55	254

<b>RSOs cautioned or convicted for breach of notification requirements</b>	55
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<b>Restrictive orders for Category 1 offenders</b>	
<b>Sexual Offences Prevention Orders, Notification Orders &amp; Foreign Travel Orders imposed by the courts</b>	
Sexual Offences Prevention Orders	98
Notification Orders	2
Foreign Travel Orders	1

# Statistics continued....

<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	6	12	5	23
Level 3	2	5	2	9
Total	8	17	7	32
<b>Breach of SOPO</b>				
Level 2	0	-	-	0
Level 3	2	-	-	2
Total	2	-	-	2
<b>Total number of Registered Sexual Offenders per 100,000 population</b>				<b>86</b>

This figure has been calculated using the 2010 Mid-Year Population Estimate published by the Office for National Statistics on 30 June 2011, excluding those aged less than ten years of age.

# Explanation of statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2011 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2010 to 31 March 2011.

**(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 (94% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

**(b) Registered Sexual Offenders (RSOs)** – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which carries a maximum penalty of 5 years’ imprisonment.

**(c) Violent Offenders** – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

**(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 MAPP meetings.

**(e) Breach of licence** – offenders released into the community following a period of imprisonment of 12 months or more 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 Offences Prevention Order (SOPO)** – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.

**(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) Foreign Travel Orders** – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

# MAPPA achievements

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## **Key developments in the last 12 months have enhanced the work of the Multi-Agency Public Protection Arrangements in Greater Manchester.**

The MAPPA Strategic Management Board (SMB) have driven the following initiatives:

- We have concentrated on training staff in the Duty to Co-operate agencies this year. A significant amount of work has been done with the Youth Offending Service (YOS), where training has been delivered to all managers and practitioners involved in MAPPA. We have also established a working group to put together a protocol to improve working practices. These two initiatives represent a big step forward, enhancing YOS involvement in MAPPA and improving the process of case referral.
- We have provided training for Jobcentre Plus staff across Greater Manchester and improved the protocol on working practices. There is now a MAPPA single point of contact in every Jobcentre Plus office who is responsible for liaising with the MAPPA Support Unit.
- We have sought to increase public awareness and understanding of MAPPA and have introduced web pages on the Greater Manchester Police website giving fuller information about MAPPA, including video material of staff from each agency and a lay adviser, explaining their role and the importance of the MAPPA process.
- Each Responsible Authority agency is now compliant with ViSOR standards and is seeking to maximise the use of ViSOR by their staff. ViSOR is the database used by the responsible authority agencies to record relevant information about violent and sex offenders in the MAPPA process.
- The Strategic Management Board has developed links with Integrated Offender Management teams to improve the integrated management of Category 2 and 3 MAPPA offenders.
- Over the past 12 months Greater Manchester Police has introduced a new Public Protection Division that oversees specialist units such as the Sexual Crime Unit, Sex Offender Management Unit, the Safeguarding Vulnerable Persons Unit and a new dedicated rape unit that is centrally managed. This will ensure greater consistency in the way victims

and offenders are dealt with and managed, and areas such as child abuse investigations and domestic abuse will have a clear structure with dedicated lines of responsibility and ownership. The division has responsibility for the investigation of:

- adult safeguarding
  - child safeguarding
  - domestic abuse
  - adult rape
  - mental health
  - sex offender management
  - human trafficking
  - internet/computer based offending.
- Also in the last 12 months there have been further improvements in the way the Prison Service in the North West contributes to the protection of the public through MAPPA. Working closely with the Responsible Authority partners in Police and Probation, the Prison Service has closer links than ever with the Duty to Co-operate Agencies in Greater Manchester:-
    - All partners were able to build on the findings and recommendations from the joint regional review of Public Protection carried out in 2010 and real progress was made in the assessment and management of high risk offenders.
    - There is increased use of ViSOR in prisons.
    - Offender Management units in prisons have continued to develop and improve the way they work to protect the public.
    - There have been significant advances in the sharing of information about the way offenders behave in custody, which has contributed to more targeted, and robust management strategies on release.

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