

ALL ABOUT MAPPA

Multi-Agency Public Protection
Arrangements in Greater Manchester

ANNUAL REPORT 2005/6

Can I find out more information about MAPPA offenders?

Information about offenders held by MAPPA agencies and shared between them is confidential and is used only as agreed for the purposes of public protection.

There is strong recognition of the detrimental impact that inappropriate disclosure of information can have in relation to the successful management of offenders in the community.

However, there are occasions where as part of a carefully considered risk management plan, there may be a need to disclose information about an offender in the interests of public protection. Disclosure may be to named individual(s) or representative(s) of an organisation, with each case considered on its own merits, taking into account the legality and proportionality of doing so.

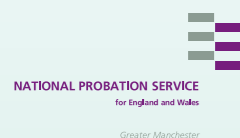
Information is considered for release to the media only in exceptional cases, for example if an offender's whereabouts are unknown then we can call on the public for help. A media protocol is in place with local media to assist in accurate reporting.

The Strategic Management Board is working with the media to provide information about the process of managing offenders, including this annual report.

For more information log onto

www.gmp.police.uk
www.gm-probation.org.uk
www.victimsupport-gm.co.uk

CONTACT DETAILS



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Victim Support & Witness Service
Greater Manchester

Greater Manchester Victim Support and Witness Service

153-157 Chorley Street, Swinton
Manchester M27 4AE
Tel: 0161 727 0244



Her Majesty's Prison Service

Risk Management Co-ordinator, North West Area Office
Stirling House, Ackhurst Business Park,
Chorley PR7 1NY
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Copies of this report and a leaflet with details of the work of MAPPA **Making Communities Safer** is available by contacting the Greater Manchester Probation area at 6th floor, Oakland House, Talbot Road, Manchester M16 0PQ.

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ANNUAL REPORT 2005/6

WELCOME TO THE FIFTH ANNUAL REPORT ON THE
MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS
IN GREATER MANCHESTER.

Sexual and violent offences deeply affect the lives of victims and their families. Their impact can be profound and long lasting, leaving victims feeling unsafe. It is important to remember that although these offences are only a small proportion of recorded crime, the fear they can create in local communities is often significant.

Protecting the public from offenders who carry out these crimes and meeting the needs of victims continue to be high priorities in Greater Manchester for the Police, Probation and Prison Services, working closely with other agencies with a duty to co-operate in managing these offenders.

In Greater Manchester, we have developed a strategic plan to outline what we will be

concentrating on over the next 12 months, including details of how our progress will be monitored.

You can find out more about the plan inside this report.

This report reflects the contributions made by all of the agencies involved in MAPPA across Greater Manchester, and sets out our commitment to you, to continue to develop strong partnerships and explore new ways of working to face the challenges of protecting the public from serious offenders.

We hope you will find it informative and that it helps answer some key questions about community safety and public protection arrangements in Greater Manchester.



Michael Todd
Chief Constable GMP



John Crawforth
Chief Officer
National Probation Service



Ian Lockwood
Assistant Director
HM Prison Service

National Overview

Making our communities safer and reducing re-offending is our highest priority and one of our biggest challenges. That is why the work undertaken through these Multi-Agency Public Protection Arrangements (MAPPA) is so important. The supervision and management of sexual and violent offenders who pose the highest risk of serious harm, whether in the community or in custody, is complex and challenging; and is an aspect of public service where the public expects all reasonable action to be taken.

Gerry Sutcliffe MP, Parliamentary Under Secretary of State for Criminal Justice and Offender Management.

To read the national message in full log onto www.gmp.police.uk

For a review of the first five years of MAPPA, log onto www.probation.homeoffice.gov.uk/output/page30.asp

What is MAPPA ?

MAPPA stands for Multi-Agency Public Protection Arrangements. It provides the legal framework and guidance for agencies involved in managing people who have committed sexual and violent offences who are living in or who are returning into the community.

Under this legislation and guidance, agencies in Greater Manchester concerned with the management of these offenders work closely together and share information so that the best possible assessment of risk can be made in relation to each offender.

An agreed risk management plan is then developed for each offender based on that risk assessment.

What is a risk management plan?

A risk management plan determines what action needs to be taken to minimise risk.

A number of measures can be taken whilst offenders are under supervision. The following list is not exhaustive, but will include -

- Ensuring offenders are housed in suitable accommodation
- Placing controls on their behaviour through strict licence conditions or orders
- Intensive supervision by a probation case manager / specialist police officer
- Completion of programmes that address the causes of offending behaviour
- Ensuring offenders receive appropriate mental health care
- Support networks involving voluntary agencies
- Electronic tagging
- Contingency plans and rapid response arrangements made with the local police
- The use of covert police surveillance (in some cases)
- Recall to prison if licences are breached

How MAPPA works

MAPPA deal with the management of sexual and violent offenders convicted by a court of a relevant offence, or those whose behaviour poses a significant risk of harm to the public.

After a comprehensive risk assessment, a system comprising three levels is used to ensure that those offenders who may pose the highest risk, receive the greatest degree of scrutiny and oversight:-

- Level 1** Applies to offenders who do not require active multi-agency management and are dealt with by one agency, usually police or probation.
- Level 2** Local Risk Management (LRMM) Meetings Where the active involvement of more than one agency is required, but where either the level of risk or the complexity of management is not so great as to require referral to Level 3
- Level 3** Multi-Agency Public Protection Panel (MAPPP) Meetings are reserved for highest risk offenders (often referred to as the 'critical few') and/or those whose management is complex.

There are Multi Agency Public Protection Panels (MAPPPs) and Local Risk Management Meetings (LRMMs) held within each of the 10 local authority areas in Greater Manchester; Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan.

Case Study 1

Mr R, 43, has a long history of offending and is a sexual predator accessing vulnerable families with children. He remains on the sex offender register indefinitely and due to the concerns of police and probation was made a MAPPA subject. He was then subject to a Sex Offender Order.

Mr R continues to push the limits of the restrictions placed on him and the MAPPP assessment was that no reduction in risk could be achieved until Mr R had undertaken a group programme to address his sexual offending.

He was assessed and a prison sentence was recommended to allow him to complete the Adapted Sex Offender Treatment Programme. **Effective communication** by social services, housing, education, police and probation has allowed appropriate disclosure in order to protect the public.

This has involved sensitive disclosures in relation to vulnerable individuals, their families and in turn referrals to relevant agencies to support and protect them. Close monitoring and communication has also allowed direction of the sentence plan developing a robust risk management plan.

What will the MAPPA SMB do in the next 12 months?

The Greater Manchester Strategic Management Board has a business plan for 2006/7 that breaks down into four areas of work.

1 MAPPA Development Strategy

- achieve dedicated and consistent MAPPA co-ordination and administration across the Area during 2006/7
- achieve full representation of all duty to co-operate agencies at the SMB

2 Monitoring and Evaluation Strategy

- develop monitoring arrangements to support the annual report, analysis of risk management thresholds at level 2 and 3, analysis of attendance and level of co-operation of agencies contributing to level 2 and 3 meetings, and analysis of diversity profile of offenders assessed as level 2 and 3
- review current local arrangements of serious case reviews in line with forthcoming national guidance in relation to offenders who commit serious further offences at level 2 and 3

3 Communication and Strategic Partnership Strategy

- review and improve the annual report as a way to increase public understanding and engagement
- review methods of circulation and dissemination of the annual report to improve public awareness
- develop an Area communication strategy
- ensure a process is established to and from district steering groups to enable consistent sharing of guidance and good practice across the Area.

4. Training Strategy

- review the Area SMB training sub-group strategic plan to include: induction to MAPPA for new practitioners, training for MAPPA SMB members, training for MAPPA co-ordinators and administrators, and training for level 2 and 3 MAPPA chairs

The progress towards achieving these aims will be reported in the annual report for 2006/7.

A full copy of the Business Plan can be found at www.gm-probation.org.uk or www.gmp.police.uk

Achievements in 2005/06

- Representation on the MAPPA Strategic Management Board (SMB) has been developed and strengthened to include representatives from Job Centre Plus, Registered Social Landlords and a variety of health professionals. Their input is helping to further develop MAPPA by ensuring all agencies have the opportunity to contribute effectively towards managing offenders in the community.
- Greater Manchester's ViSOR and MAPPA Support Units are recognised nationally as being at the forefront of good practice by many other professionals engaged in this area of work. The Home Office Minister for Prisons and Probation, the Scottish Office and Northern Ireland Sex Offender Strategic Management Committee have all visited the units this year to examine the work being carried out.
- Probation and police staff have conducted numerous training events for professionals across all MAPPA agencies. In total, training has been given to more than 400 staff, increasing the awareness of field practitioners in relation to MAPPA legislation and what support is available from professionals in specialist MAPPA roles.
- The SMB commissioned a survey to find out what information people would like to know about MAPPA. The questionnaire was completed by the GMP RSVP citizens' panel and the results are now being used to develop a communication strategy to ensure people know what MAPPA is and what it does.
- Greater Manchester Probation Area has exceeded the national target and contacted 93 per cent of victims or their families in cases involving sexual or other violent offenders sentenced to 12 months or more. This helps all MAPPA agencies to understand the effects of the crime on the individual victim and take this into account when working with the offender and assessing risk.

Who represents me in this?

Greater Manchester has two Lay Advisors who sit on the Strategic Management Board and whose responsibility it is to represent the public by overseeing the MAPPA Arrangements.

Lay advisers have been involved in MAPPA since November 2002 when Greater Manchester was one of the areas asked by the Home Office to pilot the scheme. They continue to play an integral part in monitoring procedures and developing processes.

Greater Manchester is fortunate to have two Lay Advisers who are passionate about their role and who do not hesitate to question and challenge the professionals in relation to what is being done to manage offenders and protect the public.

Lay Adviser

I am delighted and honoured to hold the role of one of two Lay Advisors to MAPPA in Greater Manchester.

I consider that the Regional and National focus this year in providing training for Lay Advisors seriously reflects the significant value that has been identified in having members of the public informed and educated on issues of Public Protection and will significantly enhance the Lay Advisors' effectiveness in the arena of the Strategic Management Board (SMB)

At area level, I am able to share enthusiasm at the significant increase in the number of agencies represented on the SMB (which incorporates the arrangements across the 10 districts), but at the same time I feel concerned about the lack of consistency in representation from some agencies;

what pleases me greatly, however, is a received encouragement to voice my view.

I am fortunate to have been able to attend a number of MAPPP meetings across the districts this year.

Whilst I have been pleased to see rigorous and detailed information exchange, what has surprised and pleased me most has been the imaginative and innovative approach of well informed practitioners who have clearly sought to utilise new legislation and MAPPA guidance to ensure effective management plans.

These practitioners are at the core of developing arrangements in Greater Manchester and I am optimistic that they will fulfil the role of leading, rather than following, the response to public protection arrangements.

MARIA WRIGHT

Case Study 3

Mr P is a 48-year-old man with a long history of general criminality, with offences dating back to 1973. He has been convicted of numerous offences including robbery, serious assaults, deception and indecent exposure. He has served many prison sentences for his violent offending. In 1994, he received a five-year prison sentence for offences of indecent and grievous bodily harm, the circumstances being that he met a prostitute and returned to her address, where he then assaulted her both physically and sexually.

Throughout his adult life, alcohol has been a major influence, and despite treatment over many years, alcohol remains a factor in his potential risk to the community and his partner.

Throughout his offending history, Mr P has been difficult to manage. He has breached probation orders, failed to appear at court and has been convicted of breaching his registration requirements under the Sex Offender Act 2003.

Following many domestic incidents involving his partner, he was referred by police into the MAPPP process. He had regularly assaulted his partner, on one occasion kicking her about the head in the middle of a busy shopping centre. Despite the efforts of all agencies involved, she refused to recognise the risk that he posed to her and wanted to remain in the relationship.

This was an instance where despite a lack of co-operation from the victim in this case, an action plan was urgently required. Through the police, probation and housing authority **working closely together** an ASBO was successfully applied for which placed strict conditions on Mr P. A housing injunction has also been applied for. All these interventions have been put in place to protect his current partner from further violent domestic abuse, and to protect the public from serious harm.

Until the ASBO was granted Mr P had attempted to avoid any statutory intervention for some time. The ASBO is being policed very closely and all agencies involved in the management of this case will continue to support each other and share information in relation to the ongoing risk management plan.

Who is involved in MAPPA?

Many agencies are involved in managing the risks posed by sexual and violent offenders across the area, with Greater Manchester Police, Greater Manchester Probation and Her Majesty's Prison Service taking the lead. All staff in these agencies contribute towards the MAPPA processes, but some specialists are also involved: -

POLICE

Greater Manchester Police have a dedicated Violent and Sex Offender Registration (ViSOR) unit, which includes experienced officers specially trained in managing sexual offenders. The unit is also responsible for maintaining the sex offender register for Greater Manchester.

PROBATION

Probation staff make a wide-ranging contribution to MAPPA and are highly skilled in assessing the risks offenders present. They are involved in carrying out risk assessments on all violent and sexual offenders. Probation staff supervise and manage offenders on community orders or released on licence and where appropriate, provide approved accommodation. A specialist team of staff in the MAPPA Support Unit co-ordinate the management of all MAPPA offenders across the area, working closely with the ViSOR Unit in relation to sexual offenders.

PRISON SERVICE

Identifies and risk assesses individuals who present a risk, which includes designing and implementing sentence plans and sharing information about offenders before release.

A number of other agencies play a significant role within MAPPA and are actively involved in managing offenders.

These agencies have a 'duty to co-operate' with MAPPA under the Criminal Justice Act 2003 and include:-

- Local authority housing
- Social Services
- Jobcentre Plus
- Registered social landlords
- Education departments
- Health Service providers
- Youth offending teams
- Electronic monitoring providers

Representatives of other agencies may also be invited to attend if they can add to the discussion or contribute to the risk management planning.

All agencies involved in this work are aware of the significant impact sexual and violent offences have on the victim and their family. The views of victims are extremely important to the MAPPP process and victim liaison officers from the probation service are able to attend meetings to express those views. Their input can impact upon the risk management plan that is put in place, for example in relation to licence conditions that are imposed.

**Victim Support takes an active role in MAPPA and the SMB.
If you need their help contact the Victim Supportline on 0845 3030900.**

The Strategic Management Board

MAPPA in Greater Manchester are overseen by a Strategic Management Board (SMB), made up of senior representatives from all the agencies involved in the MAPPA process along with Lay Advisors appointed by the Home Secretary.

The Crown Prosecution Service and Victim & Witness Support Service are two other agencies who, although

they have no legal requirement to do so, regularly contribute to the SMB.

The SMB ensures that MAPPA is working effectively by monitoring and reviewing existing processes, collating and disseminating best practice and setting objectives for the year ahead.

MAPPA FACTS AND FIGURES IN GREATER MANCHESTER

The number of Registered Sex Offenders (RSO) in the area on 31 March 2006	1643	
The number of RSOs per 100,000 population	64	
The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirements between 1 April 2005 and 31 March 2006	51	
The number of Sexual Offences Prevention Orders (SOPOs) applied for and granted between 1 May 2005 & 31 March 2006		
Applied for	8	
Interim orders granted	4	
Number of full SOPOs imposed	8	
The number of Notification Orders applied for and granted between 1 May 2005 and 31 March 2006		
Applied for	2	
Interim Orders made	0	
Full Notification Orders	2	
The number of Foreign Travel Orders between 1 May 2005 and 31 March 2006		
Applied for	0	
Granted	0	
The number of violent offenders and other sexual offenders (Category 2 defined by Criminal Justice Act 2003) living in the area between 1 April 2005 and 31 March 2006	1671	
The number of 'other offenders' (Category 3) living in the area between 1 April 2005 and 31 March 2006	81	
For each of the three categories of offenders covered by MAPPA (registered sex offenders, violent and sex offenders and other offenders) the number of offenders that have been managed through MAPPP level 3 and local inter-agency risk management at level 2 between 1 April 2005 and 31 March 2006		
	Level 2	Level 3
Category 1	95	78
Category 2	126	58
Category 3	50	31
Of the cases managed at levels 3 or 2 how many, whilst managed at that level the numbers that were:	Level 2	Level 3
Returned to custody for breach of licence	29	26
Returned to custody for breach of a restraining order or sexual offences prevention order	1	8
Charged with a serious sexual or violent offence	0	2

Case Study 2

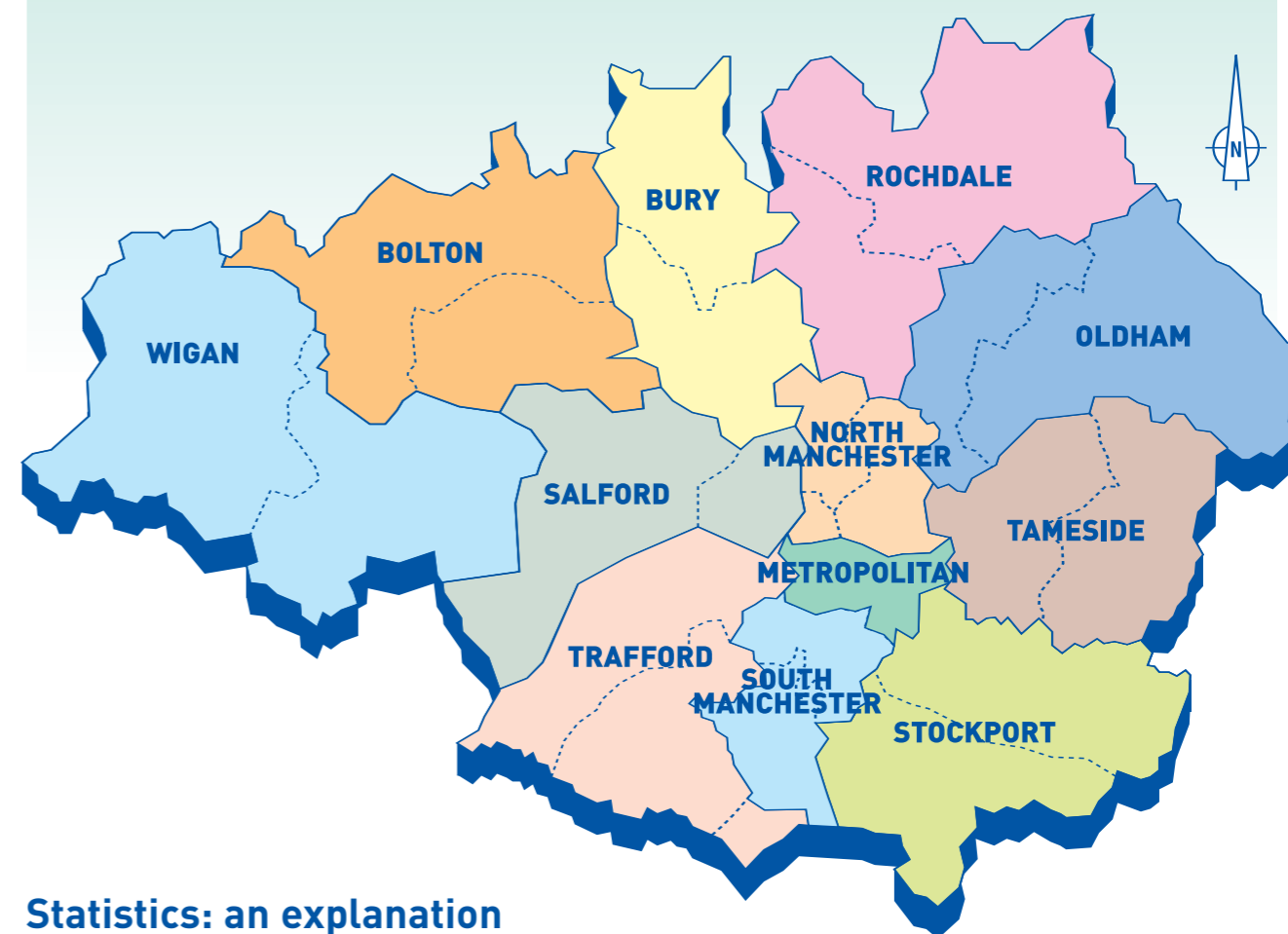
Mr J is a 69-year-old man with a long history of sexual offending, 29 offences in total, in a number of different countries. He has served many prison sentences both here and abroad and in 1999 was made subject of a Sex Offender Order (now Sex Offender Prevention Order SOPO). Among the conditions were that he should not enter parks, playgrounds, nature reserves and leisure centres and not to approach or attempt to communicate with any child under 16 years old.

In the last five years, he has continually breached the requirements of the Order by attempting to approach young boys. Mr J was referred to the MAPPP by probation staff, as he was due to be released from prison. A wide range of agencies agreed a risk management plan. He was released to Approved Premises with strict licence conditions, as well as the Sex Offender Order requirements being made permanent for life.

Information in relation to risk was shared on a daily basis and his risk was successfully managed in the community for months. After some months, information was received that Mr J had been attempting to engage with a child. He was immediately told to remain in the hostel until further enquiries could be made. Within a matter of hours he was arrested, charged by the police for the breach of the order, appeared at court and was remanded in custody.

Registered Sex Offenders by District of Greater Manchester (as at 31/03/06)

	RSOs		RSOs
North Manchester	149	Wigan	154
Metropolitan	167	Trafford	95
South Manchester	115	Bury	129
Salford	158	Rochdale	133
Tameside	104	Oldham	145
Stockport	139		
Bolton	155	TOTAL	1,643



Statistics: an explanation

There has been a slight decrease in the number of registered sex offenders shown to be residing in the community in the reporting year April 2005 to March 2006. This is primarily linked to changes in the way statistical information is managed and retrieved. Figures for 2004/5 had included some individuals who were in custody at the time.

We can expect some fluctuations in the figures due to the number of cases that are in the criminal justice system and going through the courts during each year.

The number of cautions and convictions for registered sex offenders has reduced slightly. This is thought to be linked to good management and intervention that is put in place by MAPPA agencies.

Greater Manchester MAPPA continues to be committed to the effective risk assessment, management and monitoring of sexual and violent offenders. This work is given a significant priority.