



Multi-Agency Public Protection Arrangements in Greater Manchester

MAPPA

Annual Report 2008/2009

INSIDE: Statistics for your area

Message from the lead agencies

2008/2009 has been a year of further improvements in the way the Prison, Probation and Police Services protect the public in Greater Manchester.

Violent and sexual offences are appalling crimes which can severely affect the lives of victims and their families. Working together to protect our communities from offenders who carry out such crimes continues to be our top priority.

Public safety is of paramount importance and we are focussed on supporting the most vulnerable in our communities. The progress we have made this year contributes to the building of community confidence in Multi-Agency Public Protection Arrangements (MAPPA).

Significant advances have been made between the three responsible Authority Agencies to share information and agree resilient management plans to reduce the risks posed by offenders subject to MAPPA.

Ultimately, it is about making Greater Manchester a safer place and ensuring the public have confidence in the agencies involved in MAPPA. We can only achieve results if all agencies and communities work together.

This report provides a short summary of our key achievements in the last 12 months, our plans for the coming year, examples of real cases to demonstrate how the arrangements are working and statistical information about the number of offenders managed under the arrangements.

Much has been achieved in improving public protection through MAPPA in Greater Manchester, but we are aware that we need to continually review and update these arrangements in order to afford our local communities the highest level of protection

Peter Fahy
Chief Constable
Greater Manchester
Police

Ian Lockwood CBE
Regional Manager
Custodial Services
National Offender
Management Service

John Crawforth OBE
Chief Executive
Greater Manchester
Probation Trust

MAPPA Achievements

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

Initiatives driven by the MAPPA Strategic Management Board (SMB) have been:

- A supported tenancy scheme has been set up for MAPPA and prolific and priority offenders in Tameside by New Charter Housing Trust. The Trust is a member of the SMB. They identified an urgent need to provide settled accommodation for these high risk groups of offenders. Funding for a 1-year pilot scheme to work with 12-14 offenders at a time was provided by Tameside Supporting People Commissioning Group. A monitoring group comprising police, probation, youth offending services, Sex Offender Management Unit and New Charter representatives oversees the development and operation of the service, now named the ROOTS Project. Results to date are very promising for long-term success.
- In 2008 a Multi-Agency Co-ordinator for Guns and Gangs was appointed in Manchester with funding provided by Tackling Gangs Action Programme (T-GAP), a national government initiative. The purpose of the role is to strengthen our response to the threat posed by violent street gangs. The co-ordinator has developed the Gang-MAPPA where dedicated teams from each agency can specialise in managing the risk presented by gang members. The creation of the Gang-MAPPA has brought immediate benefits. Robust risk management plans are developed, providing an effective framework in which the full potential of multi-agency public protection arrangements can be realised.
- Circles of Support & Accountability (CoSA) were launched in Greater Manchester. Circles involve small groups of volunteers who are recruited, screened and trained to work with sex offenders living in the community. They support these offenders to reintegrate safely into the community and lead responsible and productive lives, while holding them to account for their behaviour and reporting any concerns about risk to the statutory agencies. Offenders are also subject to intensive monitoring by the police and probation services.
- A Regional MAPPA Conference was held in March 2009 for over 180 representatives from partner agencies

A number of initiatives introduced during the year have placed greater emphasis on the role of the Prison Service in protecting the public. These include:

- The introduction of a Regional Public Protection Forum for all prisons in the North West
- Further development and consolidation in the way prisons work with the duty to co-operate agencies to manage risk and contribute to protecting the public.
- Publication of the new national Prison Service Public Protection Manual to further professionalise the work of prison and probation staff in this area.
- Publication of the new MAPPA Guidance in 2009

Facts and Figures of MAPPA in Greater Manchester

Number of MAPPA eligible offenders as at 31st March 2009

Registered Sexual Offenders	1707
Violent Offenders	834
Other Dangerous Offenders	20
Total	2561

Offenders managed via MAPP meetings - Level 2

Registered Sexual Offenders	59
Violent Offenders	95
Other Dangerous Offenders	45
Total	199

Offenders managed via MAPP meetings - Level 3

Registered Sexual Offenders	43
Violent Offenders	36
Other Dangerous Offenders	18
Total	97

Enforcement for offenders managed via MAPP meetings

Returned to custody for breach of licence

Level 2	44
Level 3	14
Total	58

Sent to custody for breach of Sexual Offences Prevention Order (SOPO)

Level 2	0
Level 3	1
Total	1

Serious Further Offences involving offenders managed via MAPP meetings

Charged with a serious further offence

Level 2	0
Level 3	1
Total	1



- The number of violent offenders has reduced from 1547 last year to 834 this year. This is as a result of a change in the way figures have been collected. This year, the figure is a 'snapshot,' taken on 31st March.
- There is a significant drop from last year of 39% in the number of sex offenders being cautioned or convicted for breach. This could be attributed to increased compliance by offenders this year following a very robust approach by the Sex Offender Management Unit and their partner agencies since 2007/2008.
- The number of registered sexual offenders in the community has decreased slightly from last year (0.5%). This is due to some offenders coming to the end of their registration period.

Of those charged during the year (Level 2 and 3 combined) plus those who remained charged with an SFO last year, i.e. at 31 March 2008:

Convicted of a serious further offence	1
Other outcome	0
Remain charged with serious further offence	0

Further data on Registered Sexual Offenders (RSOs)

Number of RSOs by Greater Manchester area:

North Manchester	143
Manchester Metropolitan	181
South Manchester	114
Bolton	158
Bury	131
Oldham	173
Rochdale	135
Salford	170
Stockport	125
Tameside	129
Trafford	84
Wigan	164

Total number of RSOs in Greater Manchester per 100,000 head of population

	66
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Registered Sexual Offenders cautioned or convicted for breach of notification requirements

	62
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Sexual Offences Prevention Orders

Applied for (i.e. those obtained by separate civil action)	7
Interim Order issued	4
Full Order issued	41

Notification Orders

Applied for	0
Interim Order issued	0
Full Order issued	0

Foreign Travel Orders

Applied for	1
Interim Order issued	0
Full Order issued	1

Goals for the Next 12 Months

The Greater Manchester Strategic Management Board has agreed a business plan for 2009/2010. The plan can be broken down into four areas of work:

1. MAPPA Development Strategy

- Ensure consistency of approach and good practice across Greater Manchester in the administration and delivery of MAPPA
- Improve communication between the Strategic Management Board (SMB) and local MAPPA
- Each responsible Authority Agency to put in place a MAPPA Diversity Plan
- Ensure compliance with the new MAPPA guidance version 3
- Ensure compliance with national directions and developments regarding ViSOR and focus on maximising its use
- Develop policy and process to improve the integrated management of Category 2 & 3 MAPPA offenders and potentially dangerous offenders

2. Monitoring & Evaluation Strategy

- Monitor the performance of MAPPA
- Ensure the SMB complies with the national MAPPA Serious Case Review requirements
- Monitor performance of the Violent & Sexual Offender Register (ViSOR) within Probation

3. Communications & Strategic Partnerships Strategy

- Increase awareness and understanding of MAPPA with the public
- Ensure MAPPA's profile is raised with the Local Safeguarding Children's Board (LSCB), Crime & Disorder Reduction Partnerships (CDRPs) and the Local Criminal Justice Board (LCJB), and links strengthened

4. Training Strategy

- Ensure administrative staff have a clear understanding of MAPPA processes, delivering consistent practice and procedure and documenting MAPPA meeting minutes
- Ensure MAPPA Chairs have the skills to assist them in guiding administrative staff in completing MAPPA documentation and to ensure action points related to risk are generated with clear responsibility and timescales
- Ensure responsible Authority Agencies, duty to co-operate agencies and SMB members receive sufficient support and training to carry out their role in MAPPA
- Ensure new staff are trained to use the ViSOR system and encourage field probation staff to improve usage of ViSOR
- Ensure probation trainees receive appropriate training in relation to MAPPA procedures

We will report how far we have got in meeting these goals in the annual report for 2009 -2010.

Case Studies

Mr. L is a high risk sex offender with a long and extensive record of sexual offences against children. He was released following a long prison sentence for the kidnapping and abduction of young children. He was managed by the Greater Manchester Probation MAPPA Support Unit (MSU), a specialist unit designed to focus intensively on those offenders who pose the highest and most imminent risk of re-offending.

Mr L was assessed jointly by Greater Manchester Police Sex Offender Management Unit and the MSU prior to release. Stringent licence conditions were put in place, including residence at an Approved Premises (probation hostel), and measures which prevented Mr L coming into contact with children. He was registered as a Critical Public Protection Case. He was also subject to a Sexual Offences Prevention Order, which restricts his access to children and helps prevent behaviour which might lead to further offending. Covert surveillance was carried out by Greater Manchester Police.

On the day of release Mr L was escorted to the Approved Premises by probation staff. While in the hostel a significant amount of information about his whereabouts and activities was available to those monitoring him. Information was shared between all the agencies on a daily basis. Mr L was the subject of formal MAPPA meetings before and after his release, to reassess risk with all agencies present.

Mr L was eventually returned to custody for breaching the conditions of his licence. The recall was processed and executed on the same day that the evidence came to light. He had not committed any offences against individuals, but it was felt that his behaviour might have led to an offence being committed, or that he may abscond. The recall was upheld by the Parole Board and he is currently in custody.

Mr. K was released at the last possible moment from a 10-year prison sentence for violent offences against young people. Assessed as someone who could re-offend quickly on release, a tight risk management plan between agencies was needed to manage him.

He was referred to MAPPA six months prior to his release to allow his complex risk management plan to be carried out. He was placed in an Approved Premises (hostel) and his movements were closely monitored. He was required to return to the hostel every hour to account for his whereabouts and was referred for assessment to specialist forensic psychiatric services. He was visited twice weekly by his offender manager, who co-ordinated information from various sources in order to continually reassess the risk he posed. He was placed under covert surveillance when he left the hostel.

The level of co-operation involved in such a risk management plan is considerable, and could not have been achieved without the active co-operation of a number of key agencies involved in MAPPA.

(Continued overleaf)

Case Studies *(continued from page 7)*

This close monitoring enabled a detailed picture of his movements to be built up. This information was shared daily between key staff from the agencies involved.

Mr K was recalled for an infringement of hostel rules. The recall was activated immediately and Mr. K was arrested within hours of the authorisation being received. The recall was upheld by the Parole Board and he is now in custody. No offences were committed, though the nature of his non-compliance gave rise to sufficient concern to justify a recall.

Message from a Lay Adviser

From the perspective of a member of the public, I continue to be impressed by the high standards the professionals set themselves. I see at first hand how they strive to improve their systems in order to protect the public. I was recently concerned by an item on the radio stating that home visits to sex offenders were to be reduced. Having accompanied two professionals on a home visit I was able to appreciate how they operated and witness their commitment to their public protection role. They were able to reassure me that they will continue to visit offenders as often as is needed and that protecting us and the vulnerable would remain high on their agenda. I was also able to witness the dedication of police officers and understand how agencies work together in this demanding job.

The only concern I have as my time lengthens as a Lay Adviser is the lack of resources at the disposal of the agencies involved in public protection. We expect them to increase the capacity for managing offenders and step up to whatever challenge we, the public, set them. Without the funding this is an impossible task. They are the most innovative group of dedicated people I have met and they constantly challenge each other and the systems they have in place in order to continuously move forward. As a Lay Adviser I have been able to comment on some of the new ideas and to see at first hand that rather than become complacent with the systems that are already in place they are persistently looking for more effective ways of working with limited resources. I have been privileged to have had the experience of witnessing all of the agencies that make up the MAPPAs working together and to understand the complexity of managing offenders in our community. It is no easy task and I am grateful for their tireless commitment to protecting the public.

Jean Waddington

Victims

Greater Manchester Victim Support and Witness Service give free and confidential help to victims of crime, their family, friends and anyone else affected. You don't have to report a crime to the police to get our help and can get support at any time, whenever the crime happened. The Service is an independent charity not a government agency or part of the police.

To find your nearest Victim Support office contact: Greater Manchester Victim Support and Witness Service on 0161 727 0240.