



# all about MAPP

## MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS IN GREATER MANCHESTER

# annual report 2006/07

Welcome to this year's annual report on the multi-agency public protection arrangements in Greater Manchester.

Sexual and violent offences are dreadful crimes which deeply affect the lives of victims and their families. Their impact can be profound and long lasting, leaving victims feeling unsafe.

Protecting the public from offenders who carry out these crimes and meeting the needs of victims continue to be high priorities in Greater Manchester. These offenders may be few in number but

inevitably cause the greatest concern and strike fear into the hearts of our local communities.

In this report you can read about how the Police, Probation and Prison Services work together with other agencies with a duty to co-operate in managing these offenders. You can also read about some of our achievements over the last year and our plans for the next.

Although risk can never be totally eliminated the public of Greater Manchester can be reassured that through our strong partnerships we are doing everything we can to cut crime and make our communities safer.

This report reflects the contributions made by all of the agencies involved in MAPP across Greater Manchester. We hope you will find it informative and that it helps answer some key questions about how we work together to overcome the challenges of protecting the public from serious offenders.



### NATIONAL OVERVIEW

Protecting the public from dangerous offenders is a core aim for the newly established Ministry of Justice. Just as the effectiveness of MAPP locally depends on the quality of working relationships, we will work with the Home Office, the Police, and others, to develop the best possible framework within which the MAPP can operate.

This year the Government published a Review of the Protection of Children from Sex Offenders. This sets out a programme of actions which include developing the use of drug treatment for sex offenders and piloting the use of compulsory polygraph testing as a risk management tool and a range of actions impacting directly upon the way the MAPP work. We aim to do everything that can reasonably be done to protect people from known, dangerous offenders. We know that there is always room for improvement.

To read the national message in full log onto [www.gmp.police.uk](http://www.gmp.police.uk)

For a review of the first six years of MAPP, log onto [www.probation.justice.gov.uk](http://www.probation.justice.gov.uk)



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# HOW MAPPA WORKS, OUR ACHIEVEMENTS, OUR PLANS, CASE STUDIES

## 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 sets out what action needs to be taken to minimise risk.

A number of measures can be taken while 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 offender 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 make sure 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 A is a man with a lengthy history of sexual offending, who has spent long periods of time in custody. Due to the potential risks he poses to young children, he has been subject to a Sexual Offences Prevention Order (SOPO) for the last 8 years.

He has been managed as a Level 3 MAPPP case in Manchester for a number of years and several agencies have been involved in contributing to his risk management plan. Being alive to the risk presented by Mr A, close supervision during a period of residence in an Approved Premises (Hostel), led staff to identify at an early stage, significant changes in his behaviour. Information from the Police, Approved Premises staff (who carried out room searches) and MAPPA Support Unit staff, was shared at a MAPPP meeting and a decision was made to place him under police surveillance. Shortly after the surveillance commenced, Mr A was seen to approach two children under 16 years and was immediately arrested for breaching his SOPO and was remanded in custody. Within two weeks, he appeared at court and was sentenced to 46 months imprisonment.

## WHO IS INVOLVED IN MAPPA?

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

### POLICE

Greater Manchester Police has a dedicated Sex Offender Management Unit (SOMU), 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 SOMU in relation to sexual offenders.

### PRISON SERVICE

Identifies and risk assesses individuals who present a risk, which includes designing and implementing sentence plans as well as 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
- Education departments
- Social Services
- Health Service providers
- Jobcentre Plus
- Youth offending services
- Registered social landlords
- 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 MAPPA 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.



## THE STRATEGIC MANAGEMENT BOARD

MAPPA in Greater Manchester are overseen by a Strategic Management Board (SMB). The SMB is made up of senior representatives from all the agencies involved in the MAPPA process along with Lay Advisers (appointed by the Secretary of State for the Ministry of Justice).

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.

# FACTS AND FIGURES - GREATER MANCHESTER

The number of Registered Sex Offenders (RSO) living in the Area on 31 March 2007	1,722
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The number of RSOs per 100,000 head of population	67
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The number of sex offenders having a registration requirement who were either cautioned or convicted for breaches of the requirement, between 1 April 2006 and 31 March 2007	70
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The number of Sexual Offences Prevention Orders (SOPOs) applied for and granted	
Applied for:	5
Interim Orders granted:	5
Number of full SOPOs imposed:	5

The number of Notification Orders applied for and granted between 1 April 2006 and 31 March 2007	
Applied for:	2
Interim Orders made:	2
Full Notification Orders:	2

The number of Foreign Travel Orders between 1 April 2006 and 31 March 2007	
Applied for:	0
Granted:	0

The number of violent and other sexual offenders (Category 2 defined by the Criminal Justice Act (2003)) living in the area between 1 April 2006 and 31 March 2007	1,432
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The number of 'other offenders' (Category 3) living in the area between 1 April 2006 and 31 March 2007	57	
	<b>Level 2</b>	<b>Level 3</b>
	31	26

For each of the three categories of offenders covered by MAPPA (registered sex offenders, violent and sex offenders, other offenders that have been managed through MAPPP (level 3) and local inter-agency risk management (level 2) between 1 April 2006 and 31 March 2007.		
	<b>Level 2</b>	<b>Level 3</b>
Category 1	87	67
Category 2	136	53
Category 3	40	38

Of the cases managed at levels 3 or 2 how many, whilst managed at that level, were:		
	<b>Level 2</b>	<b>Level 3</b>
Returned to custody for a breach of licence?	56	34
Returned to custody for a breach of a sexual offences prevention order?	0	0
Were charged with a serious sexual or violent offence?	0	0

## CASE STUDY 2

Mr B has an offending history dating back to the early seventies. A number of his many previous convictions are for sexual offences. He is registered as a Level 3 MAPPP case - assessed as presenting a high and imminent risk of re-offending. In the past Mr B has been known to target young children and when released from prison previously, has re-offended within a very short period of time. In 2005, he was made subject of a Sexual Offences Prevention Order, which placed prohibitions on him having contact with children, his place of residence, the type of work he could carry out and restricting his access to vehicles. In order to manage the high risk presented by Mr B since his release from custody, he has resided voluntarily at an Approved Premises (Hostel) and was put under police surveillance. Police, Probation MAPPA Support Unit staff and other agencies worked very closely to make sure everything possible was done to manage him effectively. Local housing providers in particular, had made significant steps to identify suitable accommodation for Mr B, in readiness for a potential move on from Approved Premises.

As a result of these close working arrangements information was collected which resulted in a search warrant being executed at an address he was known to visit. Police discovered that from the address he had been committing internet offences contrary to the Protection of Children Act 1978. He was arrested, remanded in custody charged with 14 offences and is awaiting trial.

## REGISTERED SEX OFFENDERS BY DISTRICTS OF GREATER MANCHESTER (AS AT 31/03/07)

REGISTERED SEX OFFENDERS		REGISTERED SEX OFFENDERS	
North Manchester	148	Wigan	162
Metropolitan	165	Trafford	91
South Manchester	121	Bury	145
Salford	158	Rochdale	149
Tameside	113	Oldham	158
Stockport	141		
Bolton	171	<b>Total</b>	<b>1,722</b>



### STATISTICS: AN EXPLANATION

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

The number of registered sex offenders in the community in Greater Manchester has increased by 4.6% compared to last year.

This increase was fully anticipated as numbers are likely to grow as more people are added to the register. The increase indicates that through good work more people have been identified as offenders and are now being managed under MAPPA.

The number of sex offenders who were cautioned or breached has also risen slightly.

If offenders fail to comply with their licence conditions we take prompt action against them which has led to more offenders being taken back to court and returned to custody.

The MAPPA in Greater Manchester is committed to effectively assessing, managing and monitoring sexual and violent offenders.

# THE PUBLIC'S 'EYES AND EARS'

Greater Manchester has two Lay Advisers who sit on the Strategic Management Board. They play a vital role in representing the public by overseeing the MAPP A Arrangements.

Lay advisers have been involved in MAPP A 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 are fully involved in the decision making about sexual and violent offenders. They are effectively the public's 'eyes and ears' and do not hesitate to question and challenge the professionals in relation to what is being done to manage offenders and protect the public.

## Here's what one has to say:

*"I am constantly encouraged by the 'open door' policy and the opportunities presented to me that allow me to carry out my role as a 'critical friend'. I certainly value my inclusion in both the consultation processes and the development of MAPP A. As the arrangements continue to grow across the area my inclusion at this level has given me the knowledge and experience necessary to make informed comments about policies and procedures and issues that cause concern.*

*I have come to learn that no question or contribution is considered too small and more importantly these are always willingly accepted. I have further welcomed the opportunity this year to comment on and to provide an input into MAPP A regionally and nationally and I*

*consider this further demonstrates an acknowledgement of the value of Lay Advisers as a 'voice of the community'.*

*The Strategic Management Board (SMB) in Greater Manchester is the area where senior representatives from across the agencies meet to make sure the principle functions of the MAPP A are upheld. I have seen first hand this year how the implementation of the Business Plan for the SMB has provided a robust framework that supports and strengthens arrangements in the area even further. The Business Plan has helped significantly to give a clear focus and direction for practitioners engaged in this work.*

*Developing and delivering innovative projects for the benefit of public protection remain central to MAPP A work in Greater Manchester. While it is impossible to ignore the impact that limited resources and the further benefits that significant funding could bring, we should be proud and reassured in Greater Manchester to have resources like the MAPP A Support Unit (MSU). Staffed by a team of committed professionals to lead on some key aspects of this work, I have come to understand why the MSU is recognised nationally as a beacon of 'good practice' in this area.*

*To capture, in simple terms, what lies at the heart of public protection in Greater Manchester is no easy task. However, I am warmed by a comment from a senior practitioner in the area who recently emphasised the 'proactive' not 'reactive' stance across Greater Manchester being the key to successful public protection arrangements. I can certainly support his view and I would actually go further and offer his comments as an example of an attitude and approach to public protection that is the core of multi-agency public protection work across Greater Manchester."*

## CASE STUDY 3

Mr C was convicted of an indecent assault on a female over 16 years in 1996. Due to mental health concerns, he was sentenced to be detained under the Mental Health Act on a 'Hospital Order' and was placed on the sex offenders register indefinitely.

He remained subject of the order for a number of years, later successfully appealed for it to be revoked, but then continued under mental health supervision on a voluntarily basis.

Earlier this year, Mr C was arrested for posting a letter/photographs of an offensive and indecent nature. It became apparent that his mental health had deteriorated and an emergency MAPP P meeting was quickly convened, as there were grave concerns about him remaining in the community should bail be granted.

Information was shared about the case between the agencies including Police, Probation and Mental Health services and within hours a risk management plan was put into force. This included taking immediate steps to protect the victim in this case.

Following the MAPP P Meeting, the Crown Prosecution Service were consulted and with the agreement of the Judge, proceedings were delayed while a mental health assessment of Mr C was carried out. The outcome of that examination determined that Mr C should be detained under section 3 of the Mental Health Act and consequently bail was not granted.

In this case the MAPP A agencies involved all worked swiftly together in a co-ordinated response and in tandem with the judicial process, to quickly assess and manage the risk that Mr C could have posed to his potential victim(s) while ensuring at the same time, that he received appropriate treatment.

## KEY ACHIEVEMENTS 2006/07

- Through Social Services our links with the Local Safeguarding Children's Board were strengthened making it easier to share information, assess risk and so protect the public. It also means that other agencies have a better understanding of MAPPA.
- Numerous training events have taken place for professionals and new practitioners involved in MAPPA. Over 100 professionals have been trained in all.
- The annual report was revamped to help increase public understanding. The report was praised for being innovative and more accessible to members of the public.
- Research was carried out nationally to make sure that members of the public get the information they want in the format they prefer.
- Around 200 people attended a regional event to find out how MAPPA works to prevent the risks posed by sexual and violent offenders.
- Presentations were held and information packs given out to headteachers and other local authority education representatives about keeping children safe and the role of approved premises (hostels). Managing offenders in approved premises where they can be closely supervised and monitored at all times is the safest, most controlled accommodation option available and is significantly safer and more effective than allowing potentially high risk offenders dispersing into the community.
- Administration systems were improved and a single database created to make sure that all Greater Manchester districts record and manage MAPPA cases in the same way.
- Procedures for reviewing serious further offences were revised to make the system more robust, improve communications and spread best practice.
- A communications strategy to raise public awareness about how MAPPA works was implemented.

## OUR GOALS FOR THE NEXT 12 MONTHS

The Greater Manchester Strategic Management Board has agreed a business plan for 2007/08. The plan can be broken down into four areas of work. Here's a snapshot.

### 1. MAPPA Development Strategy

- Co-ordinate MAPPA arrangements consistently across Greater Manchester
- Develop the links between the SMB and District Steering Groups
- Make sure that all Duty to Co-operate agencies are represented on the SMB
- Action the forthcoming changes in MAPPA Guidance
- Develop the joint Police & Probation response to managing violent offenders

### 2. Monitoring and Evaluation Strategy

- Make sure all the agencies that need to attend Level 2 and 3 meetings do so
- Analyse offenders assessed at Level 2 & Level 3
- Implement the ViSOR Database within Probation
- Review current local arrangements for Serious Case Reviews

### 3. Communication & Strategic Partnerships Strategy

- Publish MAPPA Annual Report, in consultation with Lay Advisers
- Review and improve how the annual report is distributed and circulated
- Hold MAPPA events cross the Area to raise public awareness
- Obtain sponsorship to help increase public awareness of MAPPA

### 4. Training Strategy

Review the training plan to include: Induction to MAPPA for new practitioners; training for MAPPA SMB members; training for Level 2 & Level 3 MAPPA Chairs, training for Trainee Probation Officers, Visor Training for Probation staff, and induction to MAPPA for new practitioners.

We will report how far we have got in meeting these goals in the annual report for 2008/09.

A full copy of our business plan can be found at [www.gmp.police.uk](http://www.gmp.police.uk) or [www.gm-probation.org.uk](http://www.gm-probation.org.uk)

# TO FIND OUT MORE . . .

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

Inappropriate disclosure of information can hinder 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 individuals or representatives of an organisation.

Each case is 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 works 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](http://www.gmp.police.uk)  
[www.gm-probation.org.uk](http://www.gm-probation.org.uk)  
[www.victimsupport-gm.co.uk](http://www.victimsupport-gm.co.uk)

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### GREATER MANCHESTER VICTIM SUPPORT AND WITNESS SERVICE

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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 the above address.