

# STAFFORDSHIRE



## Annual Report 2014-15





# Working together for safer communities

## What's New?

### New Service

The proposed changes to how Probation Services are delivered, outlined last year, became effective from 1<sup>st</sup> June 2014. This saw the creation of a new National Probation Service to manage all MAPPA-eligible offenders. The NPS is also responsible for all Court reports and the allocation of offenders to either the new National Probation Service or the Staffordshire & West Midlands Community Rehabilitation Company. This year has seen the bedding-in of new process and systems to enable both organisations to work effectively together.

### New Legislation

February 2015 saw the introduction of the Offender Rehabilitation Act, which - among other things - has expanded Probation Service supervision and support for offenders to include those sentenced to more than one day in prison.

### New Order to Manage Sex Offenders

From March 2015, police have the authority to request Sexual Harm Prevention Orders (SHPOs). These replace Sexual Offences Prevention Orders (SOPO) and provide a more flexible approach to protecting the public (in particular children and vulnerable adults) both inside and outside the UK.

### New Risk Assessment Tool

During the first quarter of 2015, Staffordshire Police Officers in the Violent and Sex Offender Management Unit (VSOM) have been trained in the use of the Active Risk Management System (ARMS). This provides a framework for identifying the level of activity that needs to be in place to effectively manage the individual sex offender in the community, enhancing the opportunity for resources to be directed to where there is greatest benefit. During 2015 it is anticipated that NPS Offender Managers will be trained in and using ARMS as well.

## Circles of Support and Accountability (COSA)

A 'Circle' is a small group of trained and supervised volunteers who engage with an individual sex offender who has served their sentence and is now in the community. The aim is to help prevent re-offending by maintaining a focus on the relapse prevention/new life plans of the offender (known as the "Core Member") and by supporting them in, and holding them accountable for, carrying out their plans. In last year's report, we described the MAPPA SMB supporting the development of Circles in Staffordshire, and thought it only proper to provide an update on developments.

During this year, Staffordshire has hosted two Circles. The first has been successfully completed, whilst the second will continue into 2016. Margaret Charlesworth (Deputy Mappa Coordinator and local coordinator for COSA) identifies a developing interest across the Criminal Justice Agencies in looking at how to use Circles as a contribution to risk management (and risk reduction), at the same time as Core Members are describing it as a positive experience.

These are very early days and like all initiatives it is dependent on financial viability in the longer term. But from small acorns...

## Polygraph

In last year's report, we discussed the planned introduction of polygraph testing for relevant sex offenders supervised by the NPS. Colloquially known as a "lie detector", polygraph testing allows scope to test out an offender's reliability of response to questions about how they are managing their own risk.



Introduced in the second half of the year, the facility is anticipated to provide a useful additional licence requirement for the management of relevant offenders. It is too early to quantify its impact, but as David Lloyd (polygraph examiner) notes, the trends are for increasing use of this facility over the next year, and we will report back on this in future annual reports.

## Young People and MAPPA

**An example of the Youth Offending Service engagement in MAPPA**

### High risk of further violence and due out of prison - what can be done?

Children and young people are generally released from custody at the mid-way point of their sentence. Ordinarily, upon release into the community, the young person is supervised by the Youth Offending Service for the duration of the licence period. However, in the case outlined below, the Probation Service also supervised the young person after he turned 18. Due to the young person being on licence, should they not fully comply with the conditions of that licence, they can be recalled to custody at any time.

"J" was sentenced to custody after committing an offence of wounding. At the time of sentencing, he was assessed as posing a high risk of serious harm to others. Furthermore, because he was a juvenile at the time, his vulnerability due to being placed in a Young Offender Institution had to also be assessed and taken into consideration. This was the young person's first time in custody.

### **Planning for release from custody**

Six months prior to release, J was discussed at MORF (internal Management of Risk Forum). In consultation with a representative of Staffordshire MAPPA, it was agreed that a full MAPPA referral should be made.

The decision was made that the 'added value' of a level 2 MAPPA panel would help to plan the child's release from custody more effectively, especially because there were significant concerns not only around the suitability of J's release address but also anxieties around being able to safeguard the victim of the offence. It was also felt that a level 2 plan would help to ensure a smooth transition for the young person from the Youth Offending Service to the Probation Service.

### **Level 2 MAPPA Meeting**

The MAPPA process facilitated the opportunity for all professionals and agencies working with the young person (including the secure estate) to come together and discuss intelligence, concerns and what they were able to contribute to the risk management plan. It also helped to inform the licence conditions necessary to manage his risk of serious harm. This enabled a trigger plan to be developed for his release. Should J break any of the conditions placed upon him, the trigger plan determined what immediate actions would be taken, and by whom, so all professionals involved were clear about their responsibilities. Licence conditions included a strict night-time curfew, an exclusion zone and a non-contact requirement. As the MAPPA meeting enabled a rigorous risk management plan to be implemented for the young person's release, it was assessed as unnecessary to hold a further level 2 panel. The case reverted back to level 1 and regular discussion took place via the MORF meetings. MAPPA panelling helped getting the right agencies around the table, ensuring that J's release and eventual move to supervision through the Probation Service were successfully managed.

**Tim Smith (Stoke Youth Offending Service)**

## Lay Advisors – A Layman's Perspective

"As lay advisers, we observe MAPPA panels and sit on the SMB and its sub groups. Our role is to stand outside the agencies involved in MAPPA and act as a critical friend. This role also gives us a unique view of the way in which the MAPPA agencies work together. We see their unfailing professionalism and their commitment to balancing the need to protect the community with the goal of helping to rehabilitate offenders. The MAPPA process requires a significant resource commitment from agencies that are facing reductions in budgets. At the same time, the projects that support offenders through training, housing and personal support are subject to funding challenges. Nevertheless, these agencies continually impress us with their determination to make the public protection arrangements work. They know how successful the MAPPA model is and support it wholeheartedly."

**Niamh Bryan and Malcolm Sprout**  
**Lay Advisors**



*As Chair of the SMB, this year I have sat in on and observed the value of the MAPPA panel in bringing together a variety of agencies to formulate one plan for working with challenging offenders with often complex needs and presenting risks. I have also had the opportunity to see polygraph testing in action, having been chosen as the “guinea pig” in a demonstration of the procedure to fellow SMB members. It caught me out..!*

*During the year, we have seen new legislation, which may create further demands on the probation service. We have also seen the introduction of new preventative orders and new risk management tools that will both place demands upon and helpfully inform the work of the Police and Probation Services around managing the risk a sex offender may present.*

*2014-15 has been a year in which all agencies involved in MAPPA have had to examine how to manage resources in difficult financial times. Despite this, it is notable the extent to which all strive to maintain their commitment to MAPPA, and we look forward to the new year and the continuing collaboration between the agencies working in Staffordshire to protect our community.*



**Assistant Chief Constable Jonathan Drake**

# 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 focussed 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, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services 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.gov.uk](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2015</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	929	303	0	1232
Level 2	9	2	0	11
Level 3	1	0	1	2
Total	939	305	1	1245

<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	37	29	4	70
Level 3	3	0	2	5
Total	40	29	6	75

<b>RSOs cautioned or convicted for breach of notification requirements</b>	51
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SOPOs, NOs &amp; FTOs imposed by the courts</b>	
SOPOs	49
NOs	2
FTOs	0

<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	1	6	0	7
Level 3	2	0	0	2
Total	3	6	0	9
<b>Breach of SOPO</b>				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	<b>95</b>
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This figure has been calculated using the Mid-2014 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics on 25 June 2015, excluding those aged less than ten years of age.



# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2014 to 31 March 2015.

**(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 (x% 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.

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# Multi-agency Public Protection Arrangements in Staffordshire

## **MAPPA Co-ordination Unit**

MASH  
Lindum House  
Stone  
ST15 0SD  
(Postal Address – Staffs Police HQ, PO Box 3167,  
Stafford ST16 9JZ)

## **Violent and Sexual Offender Management Unit**

MASH  
Lindum House  
Stone  
(Postal Address – Staffs Police HQ, POBox 3167,  
Stafford ST16 9JZ)

Tel: 0300 123 4455  
[www.staffordshire.police.uk](http://www.staffordshire.police.uk)

## **National Probation Service (Staffordshire)**

Stafford office  
South Walls  
Stafford ST16 3BL

Stoke teams  
Melbourne House, Etruria Office Village  
Forge Lane, Festival Park  
Hanley  
Stoke-on-Trent ST1 5RQ

Leek office  
Cross Street  
Leek ST13 6BL

Burton-on-Trent office  
Horninglow Street,  
Burton-on-Trent DE14 1PH

Tamworth office  
Moor Street  
Tamworth B79 7QZ

Cannock office  
200A Wolverhampton Road  
Cannock SW11 1AT

South Staffordshire Criminal Justice Mental Health  
Team  
Marston House, St George's Hospital  
Corporation Street  
Stafford ST16 3AG

North Staffordshire Criminal Justice Mental Health  
Team  
Bucknall Hospital  
Eaves Lane, Bucknall  
Stoke-on-Trent ST2 8LD

## **Youth Offending Teams**

South West Staffs  
Staffordshire South West YOT  
Anson House  
Lammascote Rd  
Stafford  
ST16 3TA

South East Staffs  
The Old House  
Eastern Avenue  
Lichfield  
WS13 7SQ

North Staffs  
Seabridge Community Centre  
Seabridge Park  
Ashway  
Westlands  
Newcastle  
ST5 3UB

Stoke-on-Trent Youth Offending Service  
Ringway house  
Bryan St  
Hanley  
Stoke on Trent  
Staffordshire  
ST1 5AJ

**Her Majesty's Prison Service**  
[www..gov.uk](http://www..gov.uk)

**Victim Support**  
[www.victimsupport.org.uk](http://www.victimsupport.org.uk)

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National  
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