



Multi Agency Public Protection Arrangements

STAFFORDSHIRE



Annual Report 2018-19

Intro

A Message from the Chair.

The previous 12 months in my role as SMB Chair has afforded me the opportunity to work alongside all our partners in Staffordshire in ensuring that the most serious offenders are managed robustly and safely. Despite the competing demands placed on all agencies the Responsible Authorities and Duty to Cooperate agencies consistently demonstrate a commitment to manage MAPPA eligible offenders by working effectively to deliver robust risk management plans.

Over the next 12 months we expect that the National Probation Service will have full ViSOR functionality nationally. This will enable NPS Community & Prison Offender Managers to share and access information more readily. The use of ViSOR provides the Responsible Authorities with a single digital information sharing platform.

Over the past 12 months the Police Sex Offender Management Unit [SOMU] has welcomed a change to its working practices to build better links with our Neighbourhood Policing Teams [NPT], sharing knowledge and working with NPT'S to increase interactions with MAPPA nominals in a continued effort to understand and prioritise risk within our communities, keep our communities safe and reduce the risk of reoffending.

Our extensive multi agency partner working further supports this approach by maximising our opportunities to rehabilitate nominals successfully whether as those returning to the community or already residing within it.

Our MAPPA level 2 and 3 panel members always impress me with their professionalism. In addition, our panels take into account the voice of the nominal and those voices of the victims and their families which I believe is critical for transparency and public confidence in our delivery of MAPPA.

I'm pleased to report that Staffordshire Police's commitment to manage MAPPA Category Two offenders is now well embedded within our local MAPPA framework. MAPPA Category Two offenders have an allocated Police Manager who works closely alongside partner agencies. In

addition, within Staffordshire we are increasingly involving Neighbourhood Policing Teams in the management of MAPPA offenders in the community.

We continue to deliver monthly MAPPA training events to all agencies. In addition, this year we have delivered MAPPA briefing events to Adult Learning Disability colleagues and inmates at HMP Stafford, as part of their annual Resettlement Fair. Staffordshire SMB remains committed to promoting the work of MAPPA and ensuring agencies have regard for public protection through these training events.

Once again Staffordshire Core Group attendance at MAPPA Level 2 & 3 Panels is above the national average, and regular audits of MAPPA Panel's continues to highlight good practice. I'm pleased to report that we have secured an additional Lay Advisor earlier this year, and look forward to working closely with both Lay Advisor's over the coming year.

Looking forward, the collective aim of the SMB is to continue to focus on developing and improving the delivery of MAPPA arrangements on behalf of the communities of Staffordshire.



**Assistant Chief Constable
Staffordshire Police
Jennifer Sims**

Messages from the Responsible Authorities.

NPS

This year, the National Probation Service (NPS) has focused on a few key areas. The continued implementation of the VISOR vetting and training programme for Offender Management staff, the review of MAPPA screening and referrals and finally, the Service offer for accommodation support for our most complex and challenging offenders.

Visor development has presented some interesting dilemmas for the NPS in the last 12 months however, we are now in a strong position where all Offender Management staff are vetted and many have already completed the training required to enable full access to the VISOR platform. Formal and informal events are taking place in the NPS which will allow us to take forward our plans to integrate VISOR across our case management systems. It has taken a long time to get here, but now we are, I can see that 2019/20 will see a marked improvement in how we use these systems to manage risk across Staffordshire and beyond.

The quality of MAPPA screening and appropriateness of referrals has come under national scrutiny in the last couple of years. We elected to undertake some work on this in Staffordshire to assure and question ourselves and have used the findings from this work to develop practice and process. With the support of the MAPPA team we will continue to drive this work through Offender Management practice to ensure MAPPA screenings are consistent, of excellent quality and that the right cases are referred at the right time.

Finally, I wrote last year about the complexity of the accommodation provision and challenges all agencies face when considering the housing of MAPPA nominals. The NPS have increased its Housing Officer provision in the last 12 months and there is a greater level of support for Offender Managers to ensure we access suitable and stable accommodation for individuals in Staffordshire. This work is far from complete, but with partnership support and a commitment to ensuring the offers for housing manage both risk

to public and individual needs, we are making progress in this area.

The NPS continue to work very well with agencies under MAPPA and are proud to be a key part of the work it does to manage the most risky and complex cases held in Staffordshire.

Jamie-Ann Edwards, Head of Staffordshire & Stoke.

HMP

A voice from HMP Stafford

It's always difficult in writing such an article, when as core member of the Strategic Management Board we represent the voice of Staffordshire Prisons, but fall into the wider category of West Midlands Prisons. Therefore, if you don't mind, I will focus on HMP Stafford.

HMP Stafford has been open since 1794 making us one of the oldest, if not the oldest, prison in the country. To put that into some perspective, when we opened the United States had only become a country some 18 years earlier and Queen Victoria wouldn't be born for another 25 years.

Despite our age the prison is in extremely good shape, as some of the SMB can vouch to having had a brief tour. We currently hold some 741 prisoners over 7 wings and all of them are either on the Sex Offender Register, or who have an element of sexual offending within their conviction. At the time of writing this, we have 580 high risk individuals and 15 very high. We also hold 589 individuals who are identified as Persons Posing a risk to Children.

The prison is listed as a Category C Training Establishment and we offer programs such as Horizon, Kaizen, HSP and numerous other supportive measures such as Anger Management, Substance Abuse and Conflict Resolution. Our aim is to Return Citizens, not Offenders to our Communities.

We continue to expand and develop to meet the needs of the prisoners and, following the last HMIP inspection (July 2011), now have a resettlement element to the establishment. Wherever possible we will move prisoners onto to a more suitable Resettlement Prison, such as HMP Oakwood, but recognize that there are times when we need to release from Stafford. It is

Rob Screen
Public Protection Coordinator & Visor POC
HMP Stafford

no surprise that the prison population continues to grow and with it the age of those being held, especially in sex offenders where we are seeing an increase in historic convictions. To give a feel for that, of our 741 prisoners we have 133 who are 65 and over; we also house the oldest prisoner in the country who is 104. As you can gauge from this, resettlement and social care needs are high on our agenda. The prison is the first in the country to have a senior colleague responsible for adult social care.

Like all old prisons, we are aware that we may eventually close to make way for a more modern, suitable prison. However, this is not hindering our determination to be the best prison in the country. As for the future, we are now ready to begin welcoming Probation Officers as part of the Offender Management in Custody (OMic) and already have a Senior Probation Officer in place. This influx of knowledge, mixed with the knowledge base we already possess will increase the ability to reduce still further the risks posed by the prisoners we hold. We are expecting a full further inspection imminently, so hopefully our advancements will be recognized.

Voices from Staffordshire MAPPA

In the annual report we want to share the experiences of colleagues who attend and contribute to MAPPA. This year Staffordshire Children Services and our new Lay Advisor offer a perspective on the work of MAPPA in Staffordshire.

"I have undertaken the role as Core Representative for Staffordshire Children's Services since 2007 and during that time I have seen a few different faces come and go! However, what hasn't changed in any way over the last 12+ years is the nature of the dedicated and collective contribution made by a group of highly skilled individuals who gather together on a weekly basis with the shared goal of minimising potential risks to Staffordshire's (and wider) communities from MAPPA eligible offenders.

Each Panel discussion draws heavily on each agency's information and additionally upon the professional expertise of the various agency representatives whose significant professional knowledge helps inform the wider analysis of an offender's risk and needs. From my perspective, I seek to ensure that any relevant information held by Staffordshire Children's Service is appropriately factored into any discussion and any necessary assessment activities or interventions are undertaken swiftly. My presence alongside the other Core Reps at Panel also extends to offering wider observations to assist with robust consideration of risk factors which are often highly complex and multi-faceted.

It remains a privilege to be a member of the Staffordshire MAPPA 'family' which in my view reflects a long-standing culture which I would describe as being overwhelmingly "can-do"! The adage that the 'whole is greater than the sum of its parts' applies very aptly to the work of MAPPA".

Paul Davies
Local Authority Designated Officer (LADO)
Staffordshire County Council

"At the point of writing I am four months into my appointment as a lay advisor with Staffordshire MAPPA.

I am writing this short reflection on the day it was announced at the Conservative Party Conference that 'the automatic early release for the most serious and violent and sexual offenders at the halfway point of their sentence will be abolished'. Those who work in the criminal justice system will know that 'dangerous offenders' are not automatically released at the half-way point. Indeed, they must serve two thirds of their sentence and will only be released on licence when the Parole Board considers it safe to do so and that is where MAPPA has such an important role to play as it seeks to manage the risk posed by the most serious sexual and violent offenders as they begin re-integration within the community following their release from prison. I now have a greater understanding of the complex health and social needs that many offenders have and why these needs must be identified and addressed as part of the offender's risk management and supervision in the community. Protection of former victims and the public from high risk offenders is what MAPPA seeks to address. My role as a lay advisor is to act as an independent, 'critical friend' in the MAPPA process. I have always had a professional interest in the criminal justice system but little concrete awareness of how safeguarding is managed in the community. That has changed considerably since my appointment. I now have an awareness of just how important, and how complex and challenging public protection arrangements can be and how a multi-agency approach, where information is shared between professionals and risk is assessed and managed collectively and pro-actively is crucial.

Since my appointment, I have met with the Staffordshire MAPPA team and key safeguarding services in Stoke-on-Trent and Staffordshire and as part of my induction, I have visited an AP (approved premises). I have attended my first SMB and two panels thus far. At each of these meetings, I have been made to feel most welcome and included. Attendance at Level 2 and 3 panels has enabled me to see the multi-agency approach in operation. Attendance at panel hearings by Core Reps (offender managers, probation, sex offender managers, Mental Health,

Housing, Local Authority Vulnerable Adults and Child Safeguarding Services etc....) has been consistent and excellent and participation by everyone is actively encouraged. Each case is considered at length and each panel meeting has been efficiently chaired and administered. I have been impressed by the professionalism and dedication of all those involved. It is clear that Staffordshire MAPPA is able to draw on a considerable degree of experience and expertise at panel meetings. Continuity has clearly facilitated a process of openness and trust within

meetings. Discussions have been forensic and robust, with clear action points being identified and attributed to named individuals and continuous monitoring.

So far, so good! I look forward to learning and experiencing more over the next year and developing my role as my understanding grows”.

Lisa Mason
Staffordshire MAPPA Lay Advisor.

What is MAPPA?

MAPPA background

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.

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.

A number of other agencies are under a Duty to Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Services, Youth Offending Teams, Jobcentre Plus and Local Housing and Education Authorities.

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 DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders who 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 between agencies to inform the risk assessments and risk management plans of those managing or supervising them.

That is as far as MAPPA extend in the majority of cases, but some cases require structured multi-agency management. 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** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; 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 levels of management to ensure that resources are focused where they are most needed; generally those presenting the higher risks of serious harm.

- **Level 1** is where the offender is managed by the lead agency with information exchange and multi-agency support as required but without formal MAPPA meetings;
- **Level 2** is where formal MAPPA meetings are required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level at MAPPA meetings.

MAPPA are supported by ViSOR. This is a national IT system to assist in the management of offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2019				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1206	362	-	1568
Level 2	2	1	0	3
Level 3	0	0	0	0
Total	1208	363	0	1571

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	17	7	2	26
Level 3	6	1	0	7
Total	23	8	2	33

RSOs cautioned or convicted for breach of notification requirements	61
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RSOs who have had their life time notification revoked on application	3
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	99
SHPO with foreign travel restriction	1
NOs	0

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	5	3	0	8
Level 3	3	1	0	4
Total	8	4	0	12
Breach of SOPO				
Level 2	1	-	-	1
Level 3	2	-	-	2
Total	3	-	-	3

Total number of Registered Sexual Offenders per 100,000 population	120
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This figure has been calculated using the Mid-2018 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, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

(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 are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify of any subsequent changes (this is known as the “notification requirement.”) These offenders are assessed and managed by the police. They may also be managed by probation or health services if they are subject to licence or a hospital order. Failure to comply with the notification requirement is a criminal offence that 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. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

(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 MAPPA meetings. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

(e) Breach of licence – offenders released into the community following a period of imprisonment 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 Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. They require the offender to notify their details to the police (as set out in Part 2 of the 2003 Act) for the duration of the order.

The court must be satisfied that an order is necessary to protect the public (or any particular members of the public) in the UK, or children or vulnerable adults (or any particular children or vulnerable adults) abroad, from sexual harm from the offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make the order necessary.

The minimum duration for a full order is five years. The lower age limit is 10, which is the age of criminal responsibility, but where the defendant

is under the age of 18 an application for an order should only be considered exceptionally.

(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) Sexual Risk Order (including any additional foreign travel restriction)

The Sexual Risk Order (SRO) replaced the Risk of Sexual Harm Order (RoSHO) and may be made in relation to a person without a conviction for a sexual or violent offence (or any other offence), but who poses a risk of sexual harm.

The SRO may be made at the magistrates' court on application by the police or NCA where an individual has committed an act of a sexual nature and the court is satisfied that the person poses a risk of harm to the public in the UK or children or vulnerable adults overseas.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition must be necessary to protect the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm.

An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify any changes to this information within three days.

A SRO can last for a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed).

The criminal standard of proof continues to apply. The person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

A breach of a SRO is a criminal offence punishable by a maximum of five years' imprisonment. Where an individual breaches their SRO, they will become subject to full notification requirements.

Individuals made subject of a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

(i) Lifetime notification requirements revoked on application

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements. Persons do not come off the register automatically. Qualifying offenders may submit an application to the police to review their indefinite notification requirements. The police review the application and decide whether to revoke the notification requirements. This decision is made at the rank of Superintendent. Those who continue to pose a significant risk will remain on the register for life, if necessary.

Individuals will only become eligible to seek a review once they have been subject to indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. This applied from 1 September 2012 for adult offenders.

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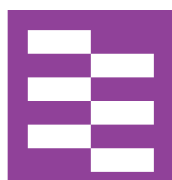
Lisa Mason
Staffordshire MAPPA Lay Advisor.

PHOTO

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National
Probation
Service



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