



Multi Agency Public Protection Arrangements

STAFFORDSHIRE



Annual Report 2021

Intro

A Message from the Chair.

As part of the national conversation around domestic violence against women, Staffordshire MAPPA SMB have decided to use this year's Annual Report to highlight the support available for victims of domestic violence and the interventions for domestic violence perpetrators used by MAPPA Responsible Authorities across the Staffordshire region.

Within Staffordshire Police a number of domestic abuse pathways are available. Harm Reduction Hubs utilise serial repeat data to look at standard to medium risk interventions and planning for domestic abuse victims. For high risk victims, local MARAC focus on all aspects of the family victim, children and perpetrator interventions. In addition, Victim Gateway provides support and signposting to other services and all domestic abuse victims are referred to NEW ERA, who provide IDVA and advocacy support services for victims, from obtaining a Non-Molestation Orders to child contact matters. A further range of service for 4-18yrs old as offender or victim are also available. Additional protective interventions such as Domestic Violence Disclosure Scheme, Stalking Protection Orders and Domestic Violence Protection Notice/Orders are also available to support victims. As part of the strategy to improve outcomes for domestic abuse victims Staffordshire Police have contacted the Home Office to be part of the new Domestic Abuse Protection Order Trial and we are asking the Director of Public Prosecutions to see if we can change risk level for OOOD pathway from low to medium. This has been supported by the Local Criminal Justice Board.

Following conviction and sentencing domestic abuse perpetrators are likely to be managed by HM Prison and Probation Service within the community and custody. The Probation Service within Staffordshire delivers a range

of domestic abuse perpetrator interventions to those on a period of statutory supervision, either on a Community Order or released from custody on a period of licence supervision. The first of these is the Building Better Relationships (BBR) which is a 30-session group work programme accredited by Interventions Services as part of HMPPS. The programme is aimed at men over 18 who have committed an offence against a female partner or ex-partner and are assessed as posing either a medium or high risk of serious harm to partners. The programme is a combination of one to one and group sessions, delivered by a team of specially trained staff. It is based on the General Aggression Model and Social Learning Theory which allows the men on the programme to question their own learning history, develop an understanding of how they have formed the beliefs that influence their thinking and behaviour and teach them skills to challenge these thoughts and beliefs. In addition, there is a focus on the impact of their behaviour on victims – both partners and children – and an emphasis on developing new skills to allow for healthy relationships.

For those men not able to complete BBR, the Probation Service offers the Skills for Relationships Toolkit which can be delivered on a one to one basis by their Community Offender Manager as a requirement of their Sentence Plan. This programme of work offers a more flexible approach to delivering similar material to ensure that those who are unable to attend a group still receive a structured intervention designed to challenge their beliefs, thoughts and behaviour. For those not eligible for BBR, there is an alternative programme, Spectrum, which is an innovative new programme using digital clips to guide participants through 10 sessions of intervention again designed to challenge old behaviours and thinking and teach new skills. All interventions come with an integrated support service for victims.

In addition to our statutory interventions, the Probation Service now delivers perpetrator services to non-statutory and voluntary participants under the auspices of the New Era contract. New Era is a free service that delivers perpetrator services to anyone over the age of 18 living within the County of Staffordshire. Specially trained New Era staff will assess those referred in and determine if they require BBR or Spectrum, both of which are available to New Era participants. Participants will receive case management support throughout their journey through the programme and Case Managers will liaise with other agencies involved to identify and manage emerging risks, particularly those relating to safeguarding. New Era also offers a 3 session Out of Court Disposal for those perpetrators assessed as standard risk. This is an educational early intervention programme designed for those people not evidencing any pattern of abusive behaviour.

During the pandemic, all our interventions described above were adapted for one to one remote delivery. As we move towards more face to face and group work contact, our intention is that a blended approach will allow us to continue to use remote delivery in some circumstances to complement our face to face work.

For those domestic violence perpetrators sentenced to custodial sentences on conviction the HM Prison Service estate across the Staffordshire region deliver a range of interventions based on risk and sentence plan objectives. Prison Offender Managers (POM) consider eligibility for the appropriate intervention or programme. These include KAIZEN IPV (for high risk DV perpetrators) and Building Better Relationships (for medium risk perpetrators). Whilst these interventions are not available across all of the secure custodial estate in Staffordshire, potential transfer to establishments who deliver KAIZEN IPV and BBR is considered as part of a prisoner's sentence plan.

During the pandemic lock-down, transfers to other locations and the delivery of group programmes has been disrupted. However, despite not being able to offer BBR or KAIZEN IPV, the pandemic did **give**

facilitators at HMP Swinfen Hall the opportunity to work with prisoners one-to one, enabling staff to work with participants for Kaizen IPV. HMP Oakwood and HMP Brinsford have adopted a similar approach, providing domestic violence workbooks completed with the one-to-one support of the POM. As we move out of the pandemic it is anticipated that group-based programmes and prisoner transfers to appropriate establishments will resume at pace.

Prison staff also liaise with external agencies such as Probation, MAPPA, Police, Victim Liaison/Support, Children Services and various other support networks. Whilst in custody those prisoners with a history of domestic violence can be subject to phone and mail monitoring in order to protect victims and ensure compliance with Restraining Orders and Non-Molestation Orders. For those prisoners subject to licence conditions on release from custody, not contact, exclusion zones, curfews and electronic monitoring requirements can all be used to support desistance and manage risk to domestic abuse victims and families.

Staffordshire MAPPA SMB remain committed to supporting victims of domestic abuse, and with the support of MAPPA management ensure domestic abuse preparators are managed robustly and are supported in reducing the risk they pose as part of effective multi-agency arrangements.

**Assistant Chief Constable
Staffordshire Police
Jennifer Mattinson**

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, violent and terrorist 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.

Local Strategic Management Boards comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA with their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB).

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 more senior oversight and 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 enables 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.

MAPPA and Terrorism

In response to the terrorist attack committed by Usman Khan at Fishmongers' Hall on 29 November 2019, the Home Secretary and the Lord Chancellor commissioned Jonathan Hall QC, who is the Independent Reviewer of Terrorism Legislation, to undertake a review of MAPPA and the management of known terrorists and other extremist offenders (TACT Offenders). The terrorist attack committed by Sudesh Amman in Streatham High Road on 2 February 2020 served to reinforce the need for the review, since both Khan and Amman had been managed under MAPPA. The government published the report on 2 September 2020 and published a response to it on 9 December. Both documents are available at

<https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>. The report made a number of

recommendations, several of which have been or are being implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Bill. Others have already been introduced by the creation of the National Security Division (NSD) in the Probation Service to manage terrorist offenders. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via the NSD, has created a specialist dedicated and highly skilled workforce, which provides an enhanced level of management and intervention for the most high-risk, complex and high-profile offenders in the community. This will include the management of terrorist connected and terrorist risk offenders. Five Probation Service national security units have been established across England & Wales during 2020/21. The NSD and Counter-Terrorism Policing will be working closely with local Strategic Management Boards to ensure the robust management of terrorism cases. The NSD also manages serious organised crime and the most high risk and high profile public protection cases.

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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2021				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1314	394	-	1708
Level 2	4	0	2	6
Level 3	0	0	1	1
Total	1318	394	3	1715

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	7	11	4	22
Level 3	3	0	1	4
Total	10	11	5	26

RSOs cautioned or convicted for breach of notification requirements	26
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RSOs who have had their life time notification revoked on application	6
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	63
SHPO with foreign travel restriction	0
NOs	2

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	1	1	1	3
Level 3	1	0	0	1
Total	2	1	1	4
Breach of SOPO				
Level 2	0	-	-	0
Level 3	1	-	-	1
Total	1	-	-	1

Total number of Registered Sexual Offenders per 100,000 population	130
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This figure has been calculated using the mid-2020 estimated resident population, published by the Office for National Statistics on 25 June 2021, 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).

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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.

**National
Probation
Service**



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