

**Area name here**

# Staffordshire



# Annual Report

# Intro

Staffordshire MAPPA Strategic Management Board (SMB) are pleased to introduce this year’s Multi Agency Public Protection Arrangements (MAPPA) Annual Report. We hope that it serves as a helpful overview of our local public protection measures.

Throughout 2022/23 agencies have continued to support the effective delivery of MAPPA arrangements across Staffordshire. The Probation Service (including Victim Liaison), Police, Youth Justice Service, Mental Health, Prison Service and Youth Offending Services and Mental Health partners all play crucial roles in the management of offenders sentenced by the Court. Child and Adult Safeguarding, Local Authority Housing, Department of Work and Pensions and Electronic Monitoring Services partners continue to support Criminal Justice Agencies in managing MAPPA eligible offenders in Staffordshire. Staffordshire MAPPA Strategic Management Board ensure that MAPPA operations are consistent with the national MAPPA Guidance, issued on behalf of the Secretary of State and monitor the effective liaison and operational work with other public protection bodies & processes.

2023 has seen the publication of three separate reviews that form the National MAPPA Research document set that represents the most comprehensive evaluation of MAPPA to date and builds on previous research in this area. The research was distinct but complementary to other work undertaken at the same time, including the Independent Review of Statutory Multi-Agency Public Protection Arrangements (Hall, 2022), HMPPS Review of MAPPA Level 1, VKPP analysis of MAPPA Serious Case Reviews and the Criminal Justice Joint Thematic Inspection of MAPPA (2022). Key findings from this review highlighted the one-year MAPPA proven reoffending rate was 12.2% compared to national overall one-year, proven reoffending rates of between 30.0% and 31.3% over a similar time frame and acknowledged that MAPPA is well-respected and highly valued by practitioners. However, Staffordshire MAPPA SMB are committed to addressing the additional recommendations set out in this review in order to improve the effectiveness of MAPPA arrangements in Staffordshire – included a commitment to provide training to all professionals working with MAPPA offenders and ensure increased use of Category 3 MAPPA arrangements for domestic violence perpetrators. A link to the National MAPPA Research can be accessed below.

<https://www.aru.ac.uk/policing-institute/research/national-mappa-research>

I am also pleased to confirm that Staffordshire SMB appointed a second MAPPA Lay Adviser this year. The role of Lay Advisor is highly valued by Staffordshire SMB and ensures independent members of the community are contributing to the monitoring and evaluation of the operation of MAPPA in their area, act as a critical friend in challenging professionals and supports the SMB to ensure that MAPPA adhere to the duties under equalities legislation. Both Lisa Mason and Gill Tomlinson have provided their reflections as Staffordshire MAPPA SMB Lay Advisers during 2023 below.

To support MAPPA arrangements all Registered Sex Offenders in Staffordshire are managed by Staffordshire Police as part of their Notification Requirements set out in Part 2 of the Sexual Offences Act 2003 (SOA 2003. Following a Public Protection review Staffordshire Police have developed a specialist team to manage this cohort of MAPPA offenders. The head of this new unit has provided a helpful overview of the work of the MOSOVO Team.

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***Chair of Staffordshire SMB***

***ACC Rebecca Riggs***

***Staffordshire Police***

**MAPPA Lay Adviser Reflections**

I last wrote a reflection on my role as a lay advisor back in October 2019, having been in the role for four months. I have always had a professional interest in the criminal justice system but little concrete awareness of how the risks posed by convicted offenders who are released back in the community are managed. Local MAPPAs seek to manage risk through a well-established, tried and tested multi-agency information sharing approach.

Victims are at the heart of the process. In my four years as a Lay Advisor, I have observed numerous panels. I have seen Staffordshire MAPPA navigate its ways through the pandemic with determination and professionalism. Post pandemic panels are now conducted remotely enabling more extensive and regular attendance of agencies. I participate in Staffordshire MAPPA’s SMB (Senior Management Board) four times a year. I have audited several Staffordshire MAPPA panels, and the citizens of Staffordshire can be assured of the professionalism and organisation of all those (including administrative support staff) involved.

The risk management of offenders in any community is complex. Within MAPPPA agencies shares critical information through a process which fosters and supports an open and constructive interrogation of risk by other professionals and by lay advisors. Risk management plans are formulated and acted upon. I see my role as a ‘critical friend’ of the local community in the process.

This year (and for the first time), I was asked to meet with a member of the public who had raised concerns with their local MP about the release of an offender into their community. They were referred to their local MAPPA. A meeting was organised, and I was able to explain my role and that of MAPPA to them. The meeting reaffirmed for me that there is a general level of mistrust on the part of the public where public protection and management of offenders is concerned. Transparency and accountability in the decision-making process are very important. Much of MAPPA’s work takes place beyond the public glare but lay involvement ensures the public voice gets heard. It has been and it continues to be my privilege to be a part of the Staffordshire MAPPA process.

***Lisa Mason***

***Staffordshire MAPPA Lay Advisor***

I was appointed as a Lay Advisor for the Staffordshire MAPPA in March 2023 and started attending panel meetings as soon as my security clearance was processed. With an NHS managerial background, I have a wide experience of participating in multidisciplinary meetings. I was immediately impressed by the professionalism and expertise of all agencies I encountered through my work for the Staffordshire MAPPA, including the police, probation and prison services and with the way meetings were chaired. Each case is reviewed at length, and likewise robust risk assessments are undertaken and reviewed when appropriate in order to eliminate risk to the public where possible (particularly with respect to victims of crime and their children). This can be challenging in cases where offenders are moved across counties and have exclusion zones applied, so shared communication is paramount to ensure all parties are kept informed at all times of an individual’s whereabouts. I was surprised by how complex case management can be: it often involves numerous professionals, such as psychiatrists, psychologists, social workers and victim liaison officers. The care and support which is offered to assist with offender rehabilitation and reintroduction into society is a carefully managed process, whilst keeping the risks as low as possible to keep the general public safe.

The victims of crime also need ongoing support, particularly when offenders are released and their vulnerability increases. I am still progressing through my induction and gaining more background knowledge and understanding of offender management both in Custody and in secure Forensic Mental Health Units. I am hoping to visit approved premises in the near future to gain further understanding of how offenders are supported during the early weeks post-release. I feel privileged to be a Lay Adviser for the Staffordshire MAPPA and hope to make a valuable contribution to the SMB panels and Board meetings over the coming years.

***Gill Tomlinson***

***Staffordshire MAPPA Lay Advisor***

**Staffordshire Police Management Of Sexual Or Violent Offenders (MOSOVO) Team**

Following a Public Protection review within Staffordshire Police that was commissioned by the Chief Constable Chris Noble, it was identified that Staffordshire would benefit from the implementation of a Management of Sexual Or Violent Offenders – “MOSOVO team” to manage Sex offenders and Violent offenders within the same governance structure rather than separately as was previously the case.

Other areas of the Country have this structure and it has been identified that this gives rise to a closer working relationship with partners under Multi Agency Public Protection Arrangements (MAPPA). This ensures that the appropriate focus is on those offenders who are of greatest risk to the public within our communities.

These offenders will be managed a number of ways including the use of civil orders such as Sexual Harm Preventions Orders, Sexual Risk Orders, Violent Offender Orders and Serious and Organised Crime Prevention Orders. As well as a joint multi agency approach through MAPPA where all agencies involved with the nominal will continue to have a duty to co-operate in order to contribute to their ongoing risk management.

This team will go live on 30th October 2023 which will see this joint management brought under one banner for Sex and Violent offenders. The new department will see an uplift in staffing to manage the rising demand around these offenders. There is a mixture of Police Officers and Police Staff who are all trained to the College of Policing Approved Professional Practice – APP national standard. This includes training in risk assessments and applying robust risk management plans.

***DCI John Miles***

***Head of Staffordshire MOSOVO***

# What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) 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, Department for Work and Pensions and Local Housing and Education Authorities.

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

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA-eligible individuals 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 individuals 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 4 categories of MAPPA-eligible individual:

* **Category 1** –subject to sex offender notification requirements;
* **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order;
* **Category 3** – individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.
* **Category 4** – terrorism convicted and terrorism risk individuals

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 individual 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 individual.
* **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 individuals 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 individuals move between areas, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system, improving the quality and timeliness of risk assessments and interventions to prevent offending.

MAPPA and Terrorism

The government published an Independent Review of the MAPPA used to Supervise Terrorism and Terrorism-risk individuals on 2 September 2020 and published its response 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, the majority of which have been implemented, including via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorism offenders.

The Probation Service, via its National Security Division, 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 individuals in the community. This includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases. Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

MAPPA-eligible individuals on 31 March 2023

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1: Subject to sex offender notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 1 | 1308 | 631 | - | 1939 |
| Level 2 | 3 | 7 | 3 | 13 |
| Level 3 | 1 | 0 | 1 | 2 |
| Total | 1312 | 638 | 4 | 1954 |

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1: Subject to sex offender notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 2 | 11 | 12 | 10 | 33 |
| Level 3 | 1 | 1 | 2 | 4 |
| Total | 12 | 13 | 12 | 37 |

|  |  |
| --- | --- |
| Category 1 cautioned or convicted for breach of notification requirements | **66** |

|  |  |
| --- | --- |
| Category 1 who have had their life time notification revoked on application | **4** |

Restrictive orders for Category 1 offenders

|  |  |
| --- | --- |
| Sexual Harm Prevention Order (SHPO) | **127** |
| SHPO with foreign travel restriction | **0** |
| Notification Order | **5** |

|  |  |
| --- | --- |
| Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO) | **0** |

Level 2 and 3 individuals returned to custody

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Returned to custody for breach of licence | Category 1: Subject to notification requirements | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
| Level 2 | 1 | 3 | 3 | 7 |
| Level 3 | 0 | 0 | 1 | 1 |
| Total | 1 | 3 | 4 | 8 |

|  |  |
| --- | --- |
| Breach of SHPO |  |
| Level 2 | 1 |
| Level 3 | 0 |
| Total | 1 |

|  |  |
| --- | --- |
| Total number of individuals subject to sex offender notification requirements per 100,000 population | **130** |

This figure has been calculated using the mid-2021 estimated resident population, published by the Office for National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.

Consistent with previous publications, this figure should be based on mid-2022 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2022 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2022 estimates.

# Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2023 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2022 to 31 March 2023.

(a) MAPPA-eligible individuals – there are individuals defined in law as eligible for MAPPA management because they have committed specified sexual, violent or terrorist offences or they currently pose a risk of serious harm. The majority are managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible individuals living in the community. They do not include those in prison or detained under the Mental Health Act.

(b) Subject to Sex Offender Notification Requirements – 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 individuals 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 – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation Service, Youth Offending Team or Mental Health Services.

(d) Other Dangerous Offenders – individuals who do not qualify under the other MAPPA-eligible categories, but have committed an offence that indicates that they pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by whichever agency has the primary responsibility for them.

(e) Terrorism and Terrorism Risk Offenders – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorism-related activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

(f) Breach of Licence – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders are intended to protect the public from individuals convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions and/or positive obligations on their behaviour. They require the individual 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 on the balance of probability 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 individual. In the case of an order made on a free standing application by a Chief Officer, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP), the chief officer/NCA/BTP/MODP must be able to show that the individual has acted in a way since their conviction that makes 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.

(h) Notification Order – this requires individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Individuals have a right of appeal against notification.

(i) 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, NCA, BTP or MODP 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an SRO are recorded on VISOR as a Potentially Dangerous Person (PDP).

(j) Lifetime notification requirements revoked on application – A legal challenge in 2010 and a corresponding legislative response means there is a mechanism in place that allows qualifying individuals to apply for a review of their notification requirements. Qualifying individuals 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 subject to notification requirements 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.

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[**www.gov.uk**](http://www.gov.uk)





