

Staffordshire Annual Report 2024 to 2025



Introduction

The Staffordshire MAPPA Strategic Management Board (SMB) is pleased to present this year's Multi-Agency Public Protection Arrangements (MAPPA) Annual Report. This report offers a comprehensive overview of our collective efforts to safeguard communities across Staffordshire through robust, collaborative risk management of individuals who pose the greatest threat.

Over the past year, our commitment to partnership working has remained steadfast. The MOSOVO team continues to play a pivotal role in coordinating the management of MAPPA-eligible individuals, ensuring that intelligence is shared effectively and that risk assessments are both timely and thorough. Our multi-agency approach has enabled us to respond proactively to emerging challenges, including national developments such as the SDS40 early release scheme, which prompted the formation of a dedicated MAPPA Review Panel. This panel, comprising representatives from Police, Probation, Health, and Safeguarding, provided critical oversight and reassurance around public safety.

The Management of Sexual and Violent Offenders (MOSOVO) team is now fully embedded across Staffordshire, with dedicated teams operating from several geographically located bases. This structure enables a consistent, high-quality approach to offender management while ensuring local responsiveness across the force area.

The integration of all offenders managed under Multi-Agency Public Protection Arrangements (MAPPA) into a single, specialist team continues to deliver improved outcomes. Strong partnerships remain at the heart of this work, with core statutory agencies working together to assess and manage risk. Feedback from partners has remained consistently positive, recognising the professionalism, coordination, and impact of the team.

This year, we have also introduced technological innovations that have strengthened our ability to manage Registered Sexual Offenders (RSOs) more efficiently and proactively. Looking forward, a key priority will be to strengthen our resource capacity to reflect the growing landscape of managing offenders in the community. This is vitally important to ensure that we do not compromise on service delivery, risk management, or public protection.

We remain committed to developing our capability further through the adoption of emerging technologies and by continuing to place victim and community safety at the centre of our approach.

We are proud of the professionalism and dedication shown by all agencies involved in MAPPA. The reflections from our Lay Advisors included in this report highlight the strength of our partnerships and the shared commitment to protecting the public. Their insights reinforce the value of MAPPA as a forum for open dialogue, mutual respect, and decisive action.

Looking ahead, the SMB remains focused on enhancing our capabilities, maintaining high standards of practice, and ensuring that MAPPA continues to evolve in response to the complex risks we face. We extend our thanks to all those who contribute to this vital work and reaffirm our commitment to keeping Staffordshire safe.



Sally Blaiklock

**Chair, Staffordshire MAPPA Strategic Management Board
Acting Assistant Chief Constable, Staffordshire Police**

Staffordshire MAPPA Lay Advisor Reflections

The Criminal Justice Act 2002 requires the Secretary of State to appoint Lay Advisers to support agencies in the review of MAPPA functions. They support in monitoring the effectiveness of MAPPA and any changes made in order to bring about improvement. Lay Advisers operate as full members of Staffordshire Strategic Management Board (SMB), participating in the SMB itself.

Lay Advisers are voluntary public appointments and ensure the safety of our communities in Staffordshire remain central to our work in managing effectively sexual and violent offenders in the community. By acting as a critical friend in challenging professionals, our Lay Advisers contribute to the monitoring and evaluation of the operation of MAPPA in Staffordshire and support the SMB to ensure that MAPPA adhere to the duties under equalities legislation.

Gill Tomlinson – Staffordshire MAPPA Lay Adviser

I have been a Lay Adviser for Staffordshire MAPPA for over two years; a role I take enormous pride in undertaking. I always had concerns as a member of the public about how offenders are reintroduced into society being mindful of the risks attached to this process and also the duty there is to protect vulnerable victims and their families.

I have learnt how the MAPPA process smooths the way and how complex and well-planned offender integration is. Bringing a multiagency approach and a sharing of knowledge and planning enables the risks to be managed effectively with robust risk management plans in place which are discussed with the key agencies required for each case. This involves representation from a selection of the following agencies: Police, Probation, Prisons, Victim Liaison, Approved Premises, Children & Adult services, Electronic Monitoring Services and Health.

MAPPA Panel discussions are frequently long and complex but each agency has a voice and is listened to so any concerns can be addressed with a wide range of knowledge available covering a multitude of shared experiences. Each case is different; each offender has their individual risk of reoffending or particular health needs which are all taken into consideration in the production of the robust risk management plans. Adequate support post release is essential to prevent reoffending and appropriate housing etc needs to be considered.

The meetings are well organised and orchestrated in a professional manner and are frequently audited with excellent feedback. Having observed many meetings I feel confident and reassured that MAPPA works effectively and certainly reduces risk to the general public per se whilst offering an opportunity to rehabilitate offenders allowing them wherever possible an opportunity to reintegrate and contribute to society in a positive way.

Gill Tomlinson 7 October 2025

Lisa Mason – Staffordshire MAPPA Lay Advisor

It has been my privilege to be a volunteer Lay Advisor with Staffordshire MAPPA for the past five years. I am a North Staffordshire resident with a passionate interest in criminal justice and society. The vital work of MAPPA panels tends to go unnoticed by the public, which is a real shame. Like other dedicated public service professionals (social workers/probation officers/local authorities/offender managers/local authority services), MAPPA panels work tirelessly to protect the public from sex offenders and violent offenders who have served their sentence in custody or have been detained under hospital orders and are due to be released back into the community or are being managed in the community.

Lay advisors provide a bridge between the unseen day-to-day operation of MAPPA panels and the communities from which they are appointed. This annual report and my modest contribution to it, is an important component in terms of public assurance and awareness. I have observed

numerous panels in the past year and have audited several of them as part of quality assurance mechanisms. Staffordshire residents can be assured from my lay perspective, that these multi-agency safeguarding exercises are conducted with exemplary professionalism by committed professionals involved in the direct management of offenders in conjunction with core reps and agencies who attend panels and act as critical friends.

Discussions around proportionate safeguarding is always robust and comprehensive. Actions are formulated, documented and followed up. The safety and the wishes of victims are always raised and discussed, and the safety of the wider community is central to all the cases that are managed at different levels.

A well-attended Strategic Management Board meets three times a year. It receives reports and is chaired by an Assistant Chief Constable of Staffordshire providing vision and direction. An enormous amount of planning and contingency planning goes into supporting a MAPPA nominal's (person) release into the community. There have been some complex cases discussed over the months involving offenders with challenging and complex mental health needs. The input of mental health agencies in the area has been notable and re-assuring.

MAPPA management can never completely prevent an offender from committing a crime in the future. Thankfully, serious case reviews in Staffordshire have, in my time of service, been few and far between. This is a testament to the hard work of Staffordshire MAPPA panels and its Chair who has provided continuity and exceptional leadership throughout.

Lisa Mason 6 October 2025

What are 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 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).

MAPPA '25

MAPPA '25 is a campaign to mark the 25th anniversary of the legislation that introduced mandatory multi-agency co-operation in the management of those convicted of violent and sexual offences.

The aims of the MAPPA '25 campaign are;

To increase awareness of, and confidence in MAPPA across a wide range of agencies, at

all levels from frontline practitioners to senior leaders.

To engage with those directly affected by MAPPA including victims and those subject to MAPPA management.

To improve MAPPA practice across all agencies.

To explore emerging themes in relation to public protection and encourage future investment in MAPPA by all relevant stakeholders

In February the National MAPPA Team held the first online event. The event was titled "Where did MAPPA come from and why did we need them" and featured a panel discussion with Emeritus Professor Hazel Kemshall and retired Detective Chief Inspector Tim Bryan, both of whom had been involved in the development of the arrangements in the early 2000s. The event was attended by over 800 people and has since been watched by over 1,700 proving popular with professionals from responsible authority, duty to cooperate and associate agencies, as well as the private sector who work with MAPPA individuals, who were keen to learn more about the history of MAPPA and the reasons that MAPPA remain vital to this day.

Most of the events have been/will be held in the year 2025-26 and will therefore be covered in next year's annual report.

How MAPPA work

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 those convicted of violent offences and 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

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.

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.

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

MAPPA Statistics

MAPPA-eligible individuals on 31 March 2025

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	1494	338	-	1832
Level 2	5	3	3	11
Level 3	2	0	1	3
Total	1501	341	4	1846

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	12	8	7	27
Level 3	1	1	0	2
Total	13	9	7	29

Category 1 cautioned for breach of notification requirements	10
Category 1 convicted for breach of notification requirements	54

Category 1 who have had their life time notification revoked on application	3
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	143
SHPO with foreign travel restriction	0
Notification Order	4

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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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	6	5	3	14
Level 3	0	0	0	0
Total	6	5	3	14

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	143
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This figure has been calculated using the mid-2024 estimated resident population, published by the Office for National Statistics (ONS) on 30 July 2025, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2025 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2024 to 31 March 2025.

(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, youth justice 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 Justice Service 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 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 Police 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 – 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 children.

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Probation
Service

