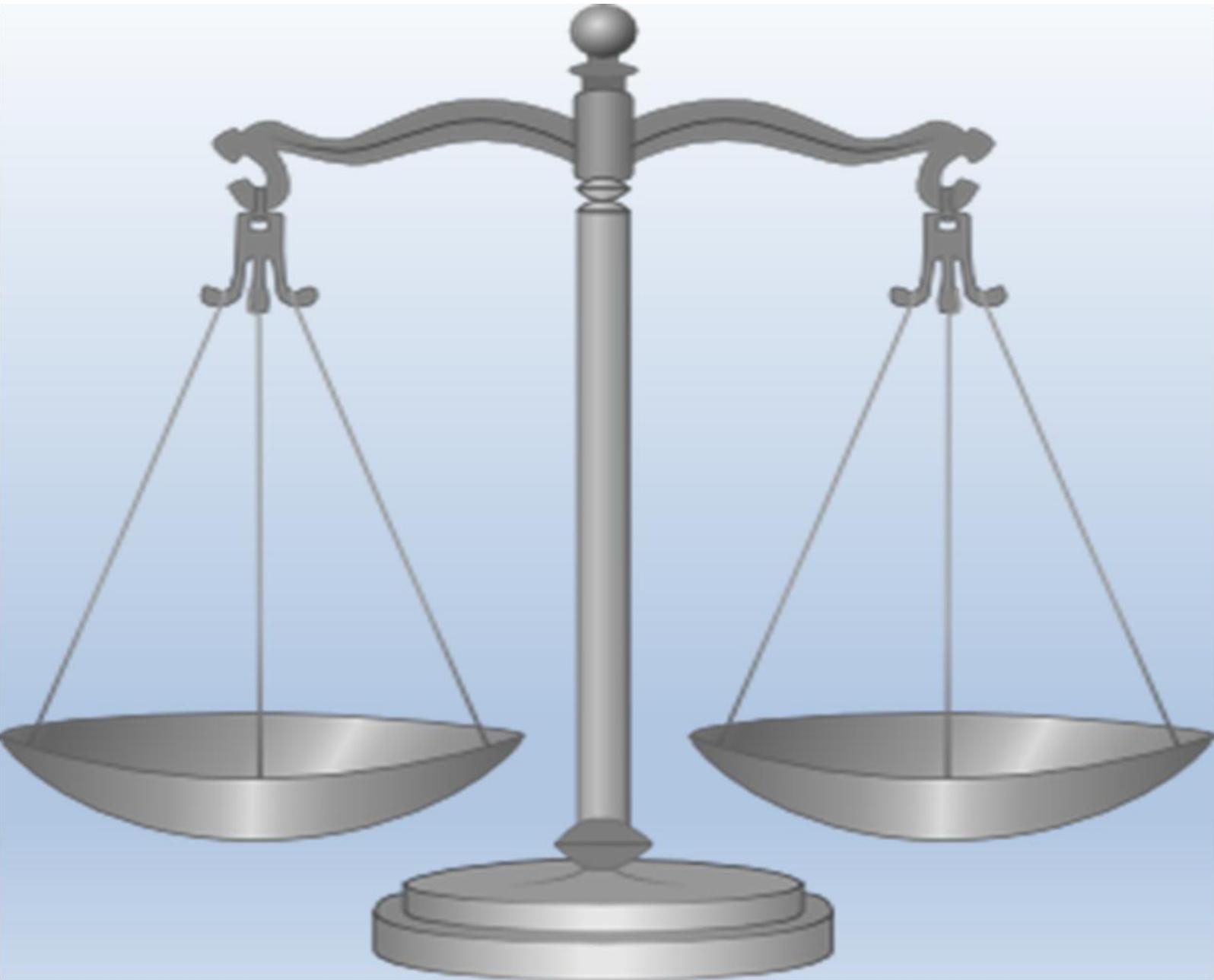




STAFFORDSHIRE



Annual Report 2016-17

View from the Chair

I am delighted to have been the MAPPAs Strategic Management Board Chair over the past year. We have seen changes made both locally and nationally and have worked hard to manage these alongside the everyday demands placed on our services.

Despite the competing demands, what remains resolute in Staffordshire is the drive to manage effectively those serious offenders who come into the MAPPAs remit. We do this through robust risk management plans and a strong partnership, and this remains our focus going forward.

We have driven forward the joint completion of ARMS assessments and the collaboration between Staffordshire Police and Her Majesty's Prison & Probation Service (National Probation Service) continues to develop with working groups set up to oversee improvements to this area of business. Furthermore, the use of ViSOR in MAPPAs has increased, with numbers set to increase further with all Offender Managers in the NPS being vetted and trained in its use. This tool will undoubtedly improve the information and intelligence sharing across the Responsible Authorities in MAPPAs.

Within the Violent & Sex Offender Management Unit we have taken on eight new members of staff which again positively impacts on the risk assessment and management of MAPPAs offenders through the staff's contribution to the MAPPAs

Panels. Training takes place in-house and ensures that MAPPAs knowledge is up to date for all involved.

Attendance at MAPPAs is above the national average and again this reinforces the excellent partnership working that we promote within SMB. This brings specific professional knowledge, experience and expertise across our safeguarding, law enforcement, health and adult services. Public protection remains our collective priority and we will continue to learn and improve as the year goes on.

Assistant Chief Constable Emma Barnett
Staffordshire Police



Keeping an Eye on the Work:

Audits

Annual MAPPA case file audits are undertaken through the multi-agency partnership arrangements with the results being used to inform strategic planning and practice development. During 2016-17 the partnership completed 5 audits and provided feedback to the Strategic MAPPA Board. The key findings were:

- MAPPA minutes ‘tell the story’ which enables key partners involved in the case to track progress
- There was strong evidence that MAPPA meetings to discuss offenders are well attended by all partners
- Referral into the MAPPA process and the timing of the referral is now being monitored which demonstrates an improvement on the previous annual audit
- There was good evidence of links between Children’s Social Care and the MAPPA process
- For offenders with complex needs the audits demonstrated that the strong partnership arrangements provided good outcomes

The audit process recommended the following areas for improvement:

- Risk management to consider the root causes of offending within the management of offenders
- The Strategic MAPPA Board to consider the implications for women offenders as part of the MAPPA process in particular the limited accommodation options in Staffordshire which causes females to be placed outside the area

**Hazel Williamson – County Manager
Staffordshire YOS and Chair of the MAPPA
SMB Business Group**

MAPPA Coordination

With the development of the HMPPS MAPPA Coordination is going through a period of re-assessment in terms of job descriptions and structure

Business has carried on as usual and we have endeavoured to improve policy and practise. Training involving all services from prison, probation and police through to local authorities, mental health and housing providers has proved popular and the positive feedback has been hugely rewarding.

MAPPA works through the efforts of all agencies, even or perhaps especially in straightened times, collaborating and sharing information to help support and manage high risk offenders who live in our community.

We are indebted to the sustained commitment of the local agencies in Staffordshire.

Kate Coplestone & Mark White

MAPPA Coordinators

Developments in Offender Management:

ARMS (Active Risk Management Assessments)

Last year we told you about this new tool to help Police and Probation establish shared risk management plans for when working with an individual sex offender in the community. Following on from the introduction of the ARMS assessment, there have been regular working groups set up between Staffordshire Police, NPS and the MAPPA unit. Improvements and areas to develop are considered, with planned Audits of ARMS assessments to be undertaken in the next 6 months to ensure quality is driven forward. The joint risk assessment has proved to be an excellent resource in providing joined up working when working with those who commit the more serious sex offences in the community.

Monitoring Offenders: GPS Tagging, Amendment of Licence Conditions & IPP Cases

The National Probation Service is now using a revised recall process which ensures that all safe options -including additional Licence conditions- are exhausted before an offender is recalled to custody. The challenge is to maximise the number of high risk case who complete their licences without an increase in risk of harm to the community. In order to assist this process Heads of Local Delivery Areas have been given additional powers to amend licence conditions, which previous have been reserved solely to Prison Governors, with the intention of maximising compliance. NPS is also contributing to initiatives to safely release prisoners subject to imprisonment for public protection (IPP) who have gone beyond tariff and to sustain them in the community post release.

Additionally the NPS is participating in an innovative MoJ pilot scheme to evaluate the use of GPS tagging. The pilot tests how decision makers respond when given the option to tag, and how the GPS tag impacts on the behaviour of wearers. This provision provides an additional potential safeguard/ enforcement aid as it is able to pinpoint the wearers whereabouts at *all* times and is able to monitor any breach of exclusion areas whilst allowing permitted access such as an agreed route to work. Subjects must be over 18 and have a fixed address with an electricity supply.

A GPS Tag can be imposed for:

- Court imposed cases
- Suspended Sentence Orders
- Community Orders
- Parole Board Cases (Lifers & IPP's only), including re-release
- Licence variation

GPS Tag's can be used to monitor:

- A subjects whereabouts as a standalone requirement (except bail cases)
- An exclusion zone, this can be a place such as a park, or building (all cases)
- An area that a subject is not allowed to go outside of (except parole cases)
- Attendance at a particular activity or appointment (all cases)
- A curfew (parole cases only)

Under the pilot scheme GPS tag can currently be imposed up until 31 December 2017. It can be used with subjects who may otherwise be in custody, and can mitigate some of the risks these subjects might pose when given an opportunity to remain in the community and can be used to re-enforce licence conditions where the subject is not fully compliant. Subjects must be released from/reside in live in the pilot area areas. Local police staff are running the field services (fitting and removal of tags).

• Court imposed bail -

Police or CPS can make a recommendation for a GPS tag to be imposed to monitor compliance with another requirement, such as an exclusion zone

• Suspended and community sentences –

NPS report writers can make a recommendation for a GPS tag to be imposed where it is felt that it would protect the public or victims, or deter the offender from crime

• Parole Board cases (lifers and IPP's) –

NPS report writers can make a recommendation to the Parole Board that they consider imposing a GPS tag to effectively monitor a licence condition on release or re-release.

For more information on GPS Monitoring, Legislation and Guidance please visit the toolkit online at:

<https://www.gov.uk/government/publications/electronic-monitoring-global-positioning-system>



View from a New Lay Advisor

As a Civil Servant I am passionate about working to improve the lives of UK citizens. The nature of my 'day job' means I am very rarely able to work on projects directly affecting the Staffordshire area, an area I was born and raised in, and one which is very close to my heart. I have therefore been keen to take on a voluntary project that will enable me to make a positive contribution to my local area of some time. Therefore when I saw the MAPPA Lay Advisor role advert I jumped at the chance to apply! I've yet to formally start but am really looking forward to doing so. The MAPPA Strategic Management Board has an absolutely vital role to play in protecting the public and I fully appreciate the responsibility that comes with serving on a board such as this.

My initial priority will be to further my understanding of the process and the handling approaches typically adopted in certain common case types. I hope in time as my knowledge increases I will prove to be a really useful challenge function for the board; being willing to ask questions and perhaps get them to think differently about some of the key decisions they take. As with all multi-agency forums it is critical that those attending are able to collaborate effectively to ensure they reach decisions that are best for the situation as a whole and not just their own areas of responsibility. This is not always easy when agencies have competing priorities and demands; against a backdrop of limited resource. As the lay advisor I hope I can bring the neutral perspective to some of these considerations advising what I see as the best collective outcome. But most of all during my time as lay advisor I hope I can make a positive contribution to the protection of people across Staffordshire.

Andrew Ray

Participating in a Panel – a Duty to Cooperate Agency Perspective

Within the Staffordshire MAPPA, there are a number of agencies represented; some such as Adult Social Care have a Core Representation at the case meetings.

I am the Adult Service's Core representative for Staffordshire County Council.

'A Day in the Life' of such a role can be very varied. In summary, much of my work is in and around the MAPPA meetings. My primary focus remains the proportionate sharing of information to protect others.

Researching for case discussions:

On a practical note, there is the preparation, as previous minutes and the meeting agenda are circulated beforehand. This preparation entails researching the 'IT record systems' used by my organisation to see if a person is known and whether any significant others associated with them are known. For example, a MAPP subject may have ongoing Adult Social Care services themselves (ie, 'home-care') or reside with or have ongoing contact with a person who is known to Adult Services.

Drawing in relevant parties and Information:

If persons are known to Adult Services, I draw into the risk management planning those with first hand ongoing experience of the issues. I identify them and then request MAPPA extends an invite to involved Adult Services professionals. These professionals may not have been previously known to MAPPA. This facilitates an exchange of information to manage the risk(s) posed not only to known others but also perhaps staff and services that may have ongoing contact with them.

If information is historic or a colleague is unable to attend, as a 'Core Rep' it may be appropriate for me to share proportionate information with the MAPP meeting to inform that ongoing risk management process. In these circumstances, it may also be appropriate for me to take away and disseminate MAPP actions for Adult Social care colleagues to take forward.

The Value of Being at Panel:

As a Core Rep, I see my role as one of information sharing, asking not only my own colleagues but also other agencies of their actions. At times, it is 'joining the dots' and at times asking for perhaps another perspective to be considered. In my view and experience, the multi-agency approach to MAPPA is critical in establishing a framework for discussing these often complex cases. It facilitates an interagency exchange that is both effective and proportionate given the often fluid and multi-layered aspects of a persons life.

Craig Cassells

Safeguarding Practice Lead / Designated Adult Safeguarding Manager - Staffs

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 involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

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 2017

| | Category 1: Registered sex offenders | Category 2: Violent offenders | Category 3: Other dangerous offenders | Total |
|---------|--|-------------------------------------|---|-------|
| Level 1 | 1121 | 343 | 0 | 1464 |
| Level 2 | 3 | 2 | 1 | 6 |
| Level 3 | 0 | 0 | 0 | 0 |
| Total | 1124 | 345 | 1 | 1470 |

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 | 21 | 12 | 4 | 37 |
| Level 3 | 0 | 2 | 0 | 2 |
| Total | 21 | 14 | 4 | 39 |

RSOs cautioned or convicted for breach of notification requirements

31

RSOs who have had their life time notification revoked on application

3

Restrictive orders for Category 1 offenders

SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts

| | |
|--------------------------------------|-----|
| SHPO | 138 |
| SHPO with foreign travel restriction | 0 |
| NOs | 0 |

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)

0

| 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 | 7 | 6 | 1 | 14 |
| Level 3 | 2 | 0 | 0 | 2 |
| Total | 9 | 6 | 1 | 16 |
| Breach of SOPO | | | | |
| Level 2 | 1 | 0 | 0 | 1 |
| Level 3 | 2 | 0 | 0 | 2 |
| Total | 3 | 0 | 0 | 3 |

| | |
|---|-----|
| Total number of Registered Sexual Offenders per 100,000 population | 138 |
|---|-----|

This figure has been calculated using the Mid-2016 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 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

(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 under ordinary agency (Level 1) arrangements rather than via 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.”) 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.

(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.

(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. It requires 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 done 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).

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>

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.

Individuals subject to indefinite notification 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 applies from 1 September 2012 for adult offenders.

Multi-agency Public Protection Arrangements in Staffordshire

MAPPA Co-ordination Unit

MASH

Lindum House

Stone ST15 0SD

(Postal Address – Staffs Police HQ, PO Box 3167,
Stafford ST16 9JZ)

Violent and Sexual Offender Management Unit

MASH

Lindum House Stone

(Postal Address – Staffs Police HQ, POBox 3167,
Stafford ST16 9JZ)

Tel: 0300 123 4455

www.staffordshire.police.uk

National Probation Service (Staffordshire)

Stafford office

South Walls

Stafford ST16 3BL

Stoke teams

Melbourne House, Etruria Office Village

Forge Lane, Festival Park

Hanley

Stoke-on-Trent ST1 5RQ

Leek office

Cross Street

Leek ST13 6BL

Burton-on-Trent office

Horninglow Street,

Burton-on-Trent DE14 1PH

Tamworth office

Moor Street

Tamworth B79 7QZ Cannock office

200A Wolverhampton Road

Cannock SW11 1AT

South Staffordshire Criminal Justice Mental Health Team

Marston House, St George's Hospital

Corporation Street

Stafford ST16 3AG

North Staffordshire Criminal Justice Mental Health Team

Upper Huntbach St

Hanley ST1 2BX

Youth Offending Teams

South West Staffs

Staffordshire South West YOT

Anson House

Lammascote Rd

Stafford ST16 3TA

South East Staffs

The Old House

Eastern Avenue

Lichfield WS13 7SQ

North Staffs

Seabridge Community Centre

Seabridge Park

Ashway

Westlands

Newcastle ST5 3UB

Stoke-on-Trent Youth Offending Service

Liberty House

Marsden Street

Hanley

Stoke-on-Trent ST1 2BW

Her Majesty's Prison Service

www.gov.uk

Victim Support

www.victimsupport.org

All MAPPA reports from England and Wales are published online at:

www.gov.uk

National
Probation
Service

