

Staffordshire

**MAPPA**

Annual Report 2007-08



**Multi Agency Public Protection Arrangements**



NATIONAL PROBATION SERVICE  
for England and Wales



*Staffordshire*

*'Responsible Authority'*

**'helping to make a Safer Staffordshire'**

## **Introduction on behalf of the Staffordshire Responsible Authority**

All local areas are required by law to have in place a set of robust arrangements between all the relevant criminal justice agencies and others to co-ordinate the management of dangerous offenders in order to protect the public. These have been in place now for over 5 years and we in Staffordshire are proud of the progress made. Multi agency cooperation, information sharing and joint working are now firmly established.

The effective management of such cases are complex and often challenging involving difficult decisions to ensure various factors and public interests are balanced. Professionals across all our agencies are committed to doing all they reasonably can to ensure these decisions offer the best prospects of protecting the public, reducing re offending and rehabilitating the offender.

So what does that involve in practical terms? Multi agency panels sit to discuss individual cases and co-ordinate working arrangements that includes: keeping the victim informed of developments; considering whether to disclose information to members of the public to help prevent potential future offending; swift enforcement of community orders and licence conditions to hold offenders to account, and if necessary return them to custody quickly; and working through long term plans that give the best chance of resettling the offender back into the community, including work , drug treatment, mental health treatment and re housing.

You may ask what difference does it make, or how do we know it works? As you would expect, all the relevant agencies are subject to rigorous performance monitoring and inspection. We analyse cases so that good practice can be identified and shared and to learn important lessons when on the rare occasion things go wrong. The real test however is reduction in re offending which in Staffordshire is actually remarkably low even with the most dangerous Mappa offenders. We should not be complacent or under estimate the potential devastating impact such serious offending can have on individuals, their families and local communities, but we need to remind the public that such instances are rare. In the last year for example we have recorded only 2 cases of a further serious offence being committed by a Mappa offender out of a total of nearly 1,000 Mappa offenders currently being monitored within our communities.

In Staffordshire the police, probation and prisons now have full operational access to ViSOR (violent and sexual offender register). This national database is being utilised to ensure the effective collation and sharing of information on these offenders.

So what does the future hold? There are new challenges to our arrangements to ensure a safer Staffordshire. Potentially terrorism, knife and gun crime, and political extremism are some of the threats to continued security. We will continue to work on your behalf to minimise these risks and encourage all of us to play our part in creating a sense of safety and security.

This Annual Report aims to inform and reassure local communities and government about the work of Mappa. It includes reference to some key achievements, local developments, work with victims of crime, some case studies, the work of the Lay Adviser, statistical information with an explanation and key local contacts.

Chief Constable Chris Sims  
OBE, MA (oxon), MBA

Chief Officer  
Staffordshire Probation Area  
Mr R Mandley  
MSc, MA, BA (Hons), CQSW

Sue McAllister  
Prisons Area Manager

## **Key Achievements**

Our work is monitored through an annual business plan. This is available on relevant websites referenced at the end of the report. To give some indication however of progress, here are some of the key achievements of the Staffordshire Mappa this year;

- Favourable reports from national inspections
- Launch of a comprehensive review of our protective services
- Expansion of ViSOR across the Responsible Authority( Police, Prisons and Probation )
- Early compliance with the revised national Mappa Guidance 2007
- Developing training provision for staff, including a major contribution to establishing relevant police national training
- A very low re offending rate for serious offences by Level 2 and 3 offenders

Here are some key areas of work for 07/08 that will form objectives in our business plan;

- Continued improvement in line with national inspections and recommendations
- Complete and implement the protective services review
- Implement the requirements of the revised Mappa Guidance
- Implement our training and communications strategy
- Endeavour to maintain our low re offending rate

## **Commentary on the statistics;**

Later in the report are some statistics, so what do these figures mean?

Staffordshire responsible authority has a key role in collecting information on Mappa offenders and to monitor relevant patterns and trends. This year's figures found at the end of the report provide a statistical snapshot of the numbers currently being managed by MAPPA. These figures indicate a small increase in the overall number of registered sexual offenders living in Staffordshire compared to last year and an increase in the number of violent offenders partly due to improvements in information collection. Our success in securing a greater number of Sexual Offences Prevention Orders (SOPO's) is encouraging news, with real benefits in offering both public reassurance and greater protection.

## What is MAPPA?

- MAPPA are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders. They bring together the Police, Probation and Prison Services in Staffordshire into what is known as the MAPPA responsible authority.
- A number of agencies are under a duty to co-operate with the responsible authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.
- The purposes of MAPPA are:
  - to ensure more comprehensive risk assessments, taking advantage of co-ordinated information sharing across the agencies; and
  - to direct the available resources to best protect the public.

## How does MAPPA work?

- Offenders eligible for MAPPA are identified and information is gathered and then shared between relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.
- In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans are considered and monitored via the MAPPA meetings which are attended by various agencies.

## Who are the MAPPA offenders?

There are 3 categories of offender eligible for MAPPA:

**Category 1** - registered sexual offenders;

**Category 2** - violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and

**Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm and there is a link between the offending and the risk posed.

## How are they managed?

There are 3 levels of management which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Higher risk cases tend to be managed at the higher levels and offenders will be moved up and down levels as appropriate:

**Level 1:** ordinary agency management arrangements are sufficient;

**Level 2:** regular multi-agency meetings are required;

**Level 3:** as level 2 but the case demands that multi-agency co-operation and oversight at a senior level is required, together with the authority to commit exceptional resources, perhaps at short notice, to strengthen the risk management plan.

## What is the role of the Strategic Management Board

- Senior representatives of each of the agencies involved in MAPPA form a strategic management board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.
- The SMB will measure effectiveness against new National MAPPA standards introduced in October 2007 in order to ensure a common standard of effective public protection arrangements and that each of the agencies is playing a full part in MAPPA.

## What do the Lay advisers do?

- The responsible authority is required to appoint 2 lay advisers to sit on the SMB. The lay adviser acts as an independent yet informed observer; someone who is able to pose questions which the professionals closely involved in the work might not necessarily think of asking. They also bring to the SMB their understanding and perspective of the local community – where they must reside or have strong links.

***“I’m now in my fourth year as lay adviser to the Staffordshire MAPPA process and it has been both enlightening and educational. I have looked at the workings of MAPPA from a lay advisers perspective and feel that they are doing the best they can as well as constantly striving for excellence in a field of work that represents no news is good news. However in order that Staffordshire’s MAPPA continue to protect our communities to the best of their ability they need our help and the cooperation from the community it serves”.***

***Beverley Anderson (Staffordshire SMB Lay Advisor)***

## **Violent and Sexual Offenders' Register (ViSOR)**

ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. In 2008, for the first time, the three MAPPA responsible authority agencies - police, prison and probation - will be able to work on the same IT system enabling the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.

## **MAPPA and managing offenders**

### **Case Study 1**

Barry is a Registered Sex Offender whose case has been monitored under the MAPPA Level 3 process since his conviction for a Sexual Assault on a 13 yr old female. At the time of sentence, a Sex Offender Prevention Order (SOPO), which prohibits certain activities, was also imposed for a period of five years in order to manage the risk in the Community.

Based on his previous non-compliance when released at an earlier date and given his only limited progress in addressing his offending behaviour in custody, the decision by all professionals at the MAPPA meeting was to accommodate Barry in a Staffordshire Approved Premises. He was considered to pose a high risk of harm to young females and therefore licence conditions were imposed to restrict contact with this group.

Within a short period of release hostel staff became seriously concerned about Barry's movements and following a sighting of him with young girls they quickly alerted the Offender Manager and the local Police. Working together the agencies were able to piece together Barry's activities providing evidence for an arrest and subsequent recall to prison for breach of licence.

This quick action ensured that further offending was avoided thereby preventing further victims and potential serious harm was averted.

MAPPA will remain involved in the management of the case and there will be close liaison with Probation Staff and the Offender Management Unit within the Prison to identify a robust Risk Management Plan for his eventual release.

### **Case Study 2**

Thomas is an entrenched 73 year old paedophile, who has served prison sentences for the sexual abuse of young children. Following release from his last Prison sentence, he was placed in Approved Premises and initially made sufficient progress to allow him to be re-housed within the local community. A Sexual Offences Prevention Order (prohibitions imposed by a court to manage an offender's risk in the community) continued to impose restrictions on his movements, activities and living arrangements whilst in the community.

He initially responded well; however evidence came to light that Thomas was not complying with his Risk Management Plan and that his risk of re-offending was escalating. This development was communicated to the relevant agencies and a decision was made on the grounds of public protection to recall Thomas to prison.

MAPPA faces difficulties when statutory control ends and offenders are released from Prison no longer under the statutory supervision of the probation service. This was such the case with Thomas but the SOPO remained in force, providing robust conditions and restrictions on his behaviour and MAPPA remained involved in the management of his case.

Throughout the final stage of Thomas' sentence, there was close liaison with the Offender Management Unit within the Prison to plan for his release. Regular prison risk management meetings enabled agencies to share relevant information to identify an appropriate Risk Management Plan fit for his release.

He has now been re-housed by the Local Authority and a network of support is in place to monitor future risk. Police, Probation, Social Care and Housing Officers all work closely with family members to offer support to those like Thomas to ensure their risk continues to be monitored closely.

## **Working with Victims**

The purpose of MAPPA is to increase the level of protection given to the public from certain types of offenders and to help make Staffordshire a safer place in which to live. Sometimes that means focussing not just on offenders but also on their victims and potential victims.

All of us want to be re-assured that arrangements are in place to assess the risk posed by offenders who are eventually released into the community - but often victims understandably want something more. In many cases victims will for example want to know where and when the offender will be released. MAPPA is at the very heart of ensuring the needs of victims are respected, understood and where possible met.

In all cases where an offender has been sentenced to 12 months prison or more for a sexual or violent offence, the victim(s) will be offered contact by the probation service Victim Liaison Officer (VLO). The VLO will keep the victim informed of any significant events in the sentence and help them ensure that their views are taken into account when planning for the offender's release. This will often include for example additional conditions in the post-release licence to prohibit the offender contacting the victim or to exclude the offender from the area where the victim lives.

Victims will not go to MAPP meetings but the VLO will attend. Sometimes working alongside organisations like Victim Support, the MAPPA process can ensure that the needs of victims in general, and the views of a particular victim, are properly represented.

## **MAPPA Statistical information 2007/08**

### **Number of MAPPA eligible offenders**

- *Registered Sexual Offenders* 696
- *Violent Offenders* 191
- *Other Offenders* 33
- **Total** 920

### **Level of Management**

#### **Ordinary management(Level 1)**

- *Registered Sexual Offenders* 529
- *Violent Offenders* 71
- *Other Offenders* 0
- **Total** 600

#### **Active MAPPA Management (Level 2)**

- *Registered Sexual Offenders* 145
- *Violent Offenders* 107
- *Other Offenders* 31
- **Total** 283

#### **Active MAPPA Management(Level 3)**

- *Registered Sexual Offenders* 22
- *Violent Offenders* 13
- *Other Offenders* 2
- **Total** 37

### **Enforcement in actively MAPPA Managed Cases**

#### **Returned to custody for breach of licence**

- *Level 2* 31
- *Level 3* 8
- **Total** 39

#### **Sent to custody for breach of sexual offences prevention order**

- *Level 2* 1
- *Level 3* 0
- **Total** 1

### **Serious Further Offences**

#### **Charged with a serious further offence**

- *Level 2* 2
- *Level 3* 0
- **Total** 2

#### **Of those charged during the year(Level 2 and 3 combined):**

- *Convicted of a serious further offence* 0
- *Other outcome* 1
- *Remain charged with serious further offence* 1

## Further data on Sexual Offenders

### Registered Sexual Offenders in:

- |                  |     |
|------------------|-----|
| • North Staffs   | 122 |
| • Chase          | 178 |
| • Stoke on Trent | 250 |
| • Trent          | 146 |

### Total number of registered sexual offenders in [Area] per 100,000 head of population

66

### Registered Sexual Offenders cautioned or convicted for breach

- 20

### Sexual Offences Prevention Orders

- |                        |   |
|------------------------|---|
| • Applied for          | 4 |
| • Interim Order issued | 0 |
| • Full Order issued    | 3 |

### Notification Orders

- |                        |   |
|------------------------|---|
| • Applied for          | 1 |
| • Interim Order issued | 0 |
| • Full Order issued    | 1 |

### Foreign Travel Orders

- |                        |   |
|------------------------|---|
| • Applied for          | 0 |
| • Interim Order issued | 0 |
| • Full Order issued    | 0 |

## **Explanation/Commentary**

The data on RSO numbers reflect the picture on 31 March 2008; i.e. a snapshot. The rest of the data covers the period 1 April 2007 and 31 March 2008.

**MAPPA eligible offenders** - there are a number of offenders defined in law as eligible for MAPPA management, because they have committed certain sexual and violent offences, although the majority are actually managed under ordinary agency (level 1) arrangements rather than via MAPPA meetings.

**Registered sexual offenders (RSOs)** - those who are required to notify the police of their name, address and other personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

**Violent offenders** – this category includes violent offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

**Ordinary Management (level 1)** – these offenders are subject to the usual (non-MAPPA) arrangements applied by whichever agency is supervising them. But this does not rule out information sharing, via ViSOR and other routes, and in some cases the ordinary arrangements involve joint agency supervision or co-operation.

**Active MAPPA Management (levels 2 and 3)** – the risk management plans for these offenders require the ongoing involvement of several agencies via regular multi-agency public protection (MAPP) meetings. Most of these offenders can be managed at level 2 but some cases will require the involvements of senior officer's the use of special resources, such as police surveillance or specialised accommodation, and/or the ongoing oversight of senior officers.

**Breach of licence** - Offenders released into the community following a period of imprisonment of 12 months or more 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.

**Serious further offence (SFO)** – any sexual or violence offence which carries a maximum penalty of 14 years' imprisonment or more. For the first time this year we are reporting not only the number of actively MAPPA managed offenders so charged but also on the outcome of the case. **Other outcome** means that the case has been dealt with by 31 March 2008 but that the offender was not convicted of an SFO; eg the offender was acquitted or the case was not proceeded with, or s/he was convicted of a lesser offence.

**Sexual Offences Prevention Order (SOPO)** - a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender's behaviour in the community. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. **breaches**) the requirements of the order, he can be taken back to court and may be liable to up to 5 years' imprisonment.

**Notification Order** – requires sexual offenders who have been convicted overseas to register with police, in order to protect the public in the UK from the risks that they pose.

**Foreign Travel Orders** - prevent offenders with convictions for sexual offences against children from traveling abroad where it is necessary to do so to protect children from the risk of sexual harm.

## ***'helping to make a Safer Staffordshire'***

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For further information about MAPPAs, the Responsible Authority, or the contents of this report, contact should be made with the central coordinating unit;

### **Public Protection Unit**

Staffordshire Police  
Block 6  
Weston Road Police Complex  
Weston Road  
Stafford  
ST18 0YY  
Tel : 01785 235010 / 235249

Or local Divisional units;

North Staffs, based at Leek on 01785 238420

Stoke on Trent, based at Hanley on 01785 233186

Chase, based at Stone on 01785 234180

Trent Valley, based in Burton on 01785 238242