



Multi Agency Public Protection Arrangements

# Merseyside MAPPA Annual Report 2023- 2024





# Intro

On behalf of Merseyside SMB, I am pleased to share the 2023-2024 MAPPA Annual Report to provide insight into the Multi Agency Public Protection Arrangements across the area.

MAPPA across Merseyside continues to develop and ensure the recommendations from the last inspection into the work of MAPPA. As a recently appointed Chair of the Merseyside SMB, I am keen we continue to work with Board Members to review our roles and responsibilities as agencies in order to provide a safe environment for all our communities across Merseyside. The MAPPA Framework provides us with a clear structure and guidance to do this.

I want to thank my predecessor, Sandra Oluonye, who has done a sterling job as SMB Chair for the last six years. There is no doubt her leadership has been pivotal in guiding the Board through key developments and HMIP recommendations.

The SMB meet 3-4 times per year to oversee the delivery of MAPPA and develop best practice in relation to partnership working. The Board is made up of senior strategic leaders who have shown dedication and committed their expertise to developing MAPPA practice. I am very appreciative of the work undertaken by Board members. We have reappointed a lay member who attends SMB and I thank them for their contribution and look forward to developing this role further as we value their critical challenge to ensure MAPPA practice is promoted and implemented in our work protecting the public and promoting offender rehabilitation.

The national network set up for SMB Chairs and coordinators have demonstrated effectiveness in sharing good practice and consistency in how we work under MAPPA. These meetings have now become embedded in our daily operations and influence the work we undertake to enhance our multi agency arrangements locally.

The year has been a busy one with an increase in the number of MAPPA cases and set in a context of wider Criminal Justice System changes through Probation Reset and SDS40. This has presented challenges particularly in the timeliness of MAPPA referrals which has resource implications for all Responsible Authorities and Duty to Co-operate Agencies, and I am grateful to our partners for their responsiveness and collaboration during the year. We have also recruited a Deputy MAPPA Co-ordinator this year which will enable us to further drive a focus on the quality of service delivery.

Locally we have continued to look at how we work with a range of duty to cooperate and co-opted agencies in ensuring we deliver MAPPA effectively. The MAPPA Coordinator has played a key role in the provision of template letters for MAPPA Chairs to utilise and delivering training events to all those involved in MAPPA to promote good practice.

Looking forward to the year ahead, we will continue to engage with SMB members and provide support through training, and our focus will be on further developing the quality of MAPPA practice.

**Janet Marlow**  
**Probation Delivery Unit Head, Merseyside MAPPA Strategic Management Board Chair.**

# What is MAPPA?

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## 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

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

# MAPPA Statistics

## MAPPA-eligible individuals on 31 March 2024

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	2019	825	-	2844
Level 2	14	7	25	46
Level 3	3	1	1	5
<b>Total</b>	<b>2036</b>	<b>833</b>	<b>26</b>	<b>2895</b>

## 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
<b>Level 2</b>	<b>28</b>	<b>26</b>	<b>48</b>	<b>102</b>
<b>Level 3</b>	<b>6</b>	<b>11</b>	<b>8</b>	<b>25</b>
<b>Total</b>	<b>34</b>	<b>37</b>	<b>56</b>	<b>127</b>

Category 1 cautioned or convicted for breach of notification requirements	72
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Category 1 who have had their life time notification revoked on application	6
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## Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	182
SHPO with foreign travel restriction	13
Notification Order	8

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	1
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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	11	5	13	29

Level 3	1	2	1	4
Total	12	7	14	33

Breach of SHPO		
Level 2		0
Level 3		0
Total		0

Total number of individuals subject to sex offender notification requirements per 100,000 population	158
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This figure has been calculated using the mid-2023 estimated resident population, published by the Office for National Statistics (ONS) on 15 July 2024, excluding those aged less than ten years of age.

Consistent with previous publications up to 2021/22, this figure is based on the midyear of the publication period. For 2022/23 publication, the population figure was based mid-2021 instead of mid-2022 due to a change in publication schedule by the ONS. As such, the current figure may not be directly comparable with last year's figure.



# Explanation commentary on statistical tables

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## 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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