

# West Midlands



# Annual Report



# Intro

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We are pleased to introduce the 2023-2024 Multi Agency Public Protection Arrangements (MAPPA) Annual Report. On behalf of the Strategic Management Board (SMB) for the West Midlands area, I hope that it gives some useful information about the volume of work undertaken to protect the community that we serve by working together to share information and discharge our statutory duties.

**Our SMB:** The West Midlands SMB meets quarterly to oversee the delivery of MAPPA in the area, compliance with the National MAPPA Guidance and that best practice principles of partnership working in protecting the public are adhered to. The membership of the SMB consists of senior strategic leaders all dedicated to utilising available resources to provide effective risk management solutions. The work of the SMB is supported by our Lay Advisors who provide a vital role in assuring quality and providing critical feedback allowing us to continually improve. Our SMB benefits from 3 dedicated, experienced MAPPA Coordinators who consistently strive for excellence and bring together partner agencies in the most effective of working relationships. The SMB is indebted to the Co-Ordinator's for their knowledge and continued commitment to protecting the public.

**Reflections from 2023-2024:** The last 12 months have been an exceptionally busy one, with new challenges around prison capacity that has meant the introduction of new Policy and Legislation changes for the Probation Service and Partners. Probation RESET has seen the reduction of Probation oversight at the two-thirds point for eligible cases, and whilst MAPPA eligible cases are excluded from this policy, we need to continue to monitor the impact of this policy change on the

referrals of cases to MAPPA under Category 3.

We have also seen the introduction of legislation change affecting Standard Determinate Sentences (SDS), changing the percentage of an SDS that must be served in custody from 50% to 40%. This change was effective from the 10<sup>th</sup> September 2024 and applied retrospectively which meant that the Probation Service and Partners have planned for 2 Tranches of releases on the 10<sup>th</sup> September and 22<sup>nd</sup> October. An inordinate amount of work has gone into the pre-release planning of these cases. From a MAPPA perspective there has been a large amount of liaison and discussion which has supported the pre-release planning work which our MAPPA co-ordinators, Police colleagues and partners have been central in supporting. From the work completed around the pre-release planning for the SDS cases we are clear that we need to continue on our quality journey of ensuring that we are completing MAPPA screening in a timely manner.

We have recruited into the MAPPA Co-Ordinator roles and these members of staff have been embedding themselves into teams. They have taken on the chairing of the MAPPA meetings with a focus on quality to ensure that the best practice principles are maintained.

**Our Key Priorities for 2024 onwards:** Looking ahead we need to continue our work on quality, ensuring that we are completing MAPPA screenings in timely manner to ensure that we are assessing risk and listing cases for panel at the earliest opportunity. MAPPA level 1 reviews also continue to be a priority as it is important that we are regularly reviewing MAPPA level 1 cases to ensure that all up to date information is known and any changes to increasing risk and/or circumstances has been

assessed and responded to ensure a robust approach to public protection.

On behalf of the SMB, I would like to thank the agencies and individuals who have committed valued resource to MAPPA. Both strategic leaders and front-line professionals have shown a determined commitment to supporting desistance and managing risk. The expertise, engagement, and energy of everyone involved in managing MAPPA cases continues to demonstrate a robust approach to public protection. The resilience of our partners has been evident in the dedicated work of the agencies and professional involved in protecting the public, victims and managing risk in our communities.

# 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 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](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	3691	1633	-	5324
Level 2	20	21	27	68
Level 3	1	0	1	2
Total	3712	1654	28	5394

## 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	62	83	62	207
Level 3	4	3	4	11
Total	66	86	66	218

Category 1 cautioned or convicted for breach of notification requirements	59
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Category 1 who have had their life time notification revoked on application	50
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## Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	257
SHPO with foreign travel restriction	0
Notification Order	6

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	3
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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	19	33	25	77

Level 3	2	0	0	2
Total	21	33	25	79

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	144
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This figure has been calculated using the mid-2022 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-2023 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2023 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2023 estimates.



# 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 2024 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2023 to 31 March 2024.

**(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** – 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.

# Local page

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## Lay Advisor

I was appointed as one of two Lay Advisors, supporting MAPPA arrangements in the West Midlands in May 2023. This voluntary role is to act as a critical friend to all Responsible Authorities and Duty to Co-operate agencies involved in MAPPA across the West Midlands region.

I am a member of the Strategic Management Board, attending their quarterly meetings, where I have been able to raise questions, contribute to the monitoring and evaluation of performance and participate in the review of the SMB Business Plan.

In addition, I have also attended and observed MAPPA Level 2 and 3 meetings, where individual cases are considered, and have again been encouraged to contribute from a Lay perspective. I have also contributed to one Serious Case Review over the past 12 months, where I felt my contribution was both encouraged and valued.

In my dealings with MAPPA over the past 16 months, it is evident that the professionals working within the Responsible Authorities and Duty to Co-operate agencies are diligent and committed to their roles. They are often required to make complex decisions balancing the rights of the offender with management of risk and ensuring the ongoing safety of victims and the wider public – such decisions are reached through effective use of intelligence, information sharing and team working in all of the meetings I have attended.

There are, inevitably, challenges at times, such as personnel changes, pressures of work, or legislative or policy changes, that can impact on the efficiency of the MAPPA process, but my observation is that generally all professionals involved look to work positively within such constraints.

I continue to be impressed by the knowledge and professionalism of the MAPPA co-ordinators, and SMB and MAPPA chairs, and how they encourage and value the contributions of Lay Advisors.

### **Paul Wright Lay Advisor, MAPPA West Midlands**

I believe my input is useful - there's a few times on panels when everything seems well covered and on others there's a question to be asked. For example, I have asked questions in relation to Mental health treatment and medication and whether appropriate referrals have been made. I have also sought clarity on licence conditions.

In SMB I have also made contributions – for example when being given a briefing about the proposed early releases asking about how community supervision resources will be geared up to manage the impending increase in numbers. My contribution is one of oversight, monitoring, and questioning.

### **Phil Walsh Lay Advisor, MAPPA West Midlands**



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