

County Durham and Darlington Annual Report 2024 to 2025



Introduction

This report brings together the agencies across County Durham and Darlington who work in partnership to manage offenders posing the highest risk of harm to our communities. Tackling and reducing the risk that violent and dangerous offender pose is a key priority for all agencies engaged in the world of public protection and is the collective responsibility of all.

This report outlines statistics of the cases held in our area progress and developments within the last year and highlights the successes across the partner agencies in managing public protection issues.

The strength of the partnership between the prison, police and probation has continued to grow in County Durham and Darlington, and additional resources have been secured to assist in managing the risk that offenders pose to our communities.

The findings of this report reflect consistently effective and robust partnership working arrangements which have continued to thrive in spite of the current economic climate and the financial pressures that the public sector currently faces. Public protection is firmly on the agenda for all partner agencies and will continue to be so in the future.



Forward

On behalf of the Responsible Authorities and Duty to Cooperate agencies across County Durham and Darlington MAPPA Strategic Management Board, I am delighted to bring you the 2024-2025 MAPPA annual report.

The aim of the annual report is to provide an overview of the MAPPA arrangements in County Durham and Darlington, over the past year and to provide assurances to the public. Our commitment to Public Protection and protecting the most vulnerable in our communities remains our highest priority.

The Strategic Management Board (SMB) ensures the Responsible Authority fulfils its duties under section 326(1) of the Criminal Justice Act 2003. The SMB is responsible for managing MAPPA activity in the area. This includes ensuring we have processes in place to review its operations for quality and effectiveness and planning how to accommodate any changes as a result of legislative changes, national guidance or wider criminal justice changes.

The last 12 months have been an exceptionally busy period, with new challenges around prison capacity, which has seen significant changes in legislation and policy. This has brought challenges to all agencies. I would like to acknowledge the dedication and collaborative working of all agencies to respond to the changes and protect the public.

The County Durham and Darlington MAPPA area benefits from a dedicated MAPPA Coordinator, who strives for excellence in effective partnership working to protect the public. Their knowledge and continued drive and commitment to MAPPA and SMB is invaluable.

I would like to extend a welcome on behalf of SMB, to Sarah Megan, newly appointed lay advisor. The lay advisors role is to be a critical friend and provide an independent perspective and support to SMB, to ensure the MAPPA process across County Durham and Darlington are adhered to and improve the quality of MAPPA across the area.

The key objectives for SMB to drive forward in the coming year, is ensuring all agencies who statutorily hold MAPPA Level 1 cases are complying with MAPPA Guidance and embedding the Level 1 process. We strive to focus on reducing Violence Towards Women and Girls (VAWG), with a retained focus on domestic abuse and stalking. We will continue to improve the quality of all MAPPA managed cases across County Durham and Darlington MAPPA area.

On behalf of the SMB, I would like to thank everyone involved in the MAPPA process for maintaining an excellent level of service to the public. I look forward to SMB continuing to improve MAPPA quality by working with partner agencies, to fulfil our collective responsibility in keeping our communities safer.

Melanie Carlton

Head of Public Protection North East Probation Service
Chair Durham MAPPA Strategic Management Board

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	1152	320	-	1472
Level 2	1	0	3	4
Level 3	0	0	0	0
Total	1153	320	3	1476

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	14	13	41	68
Level 3	0	0	1	1
Total	14	13	42	69

Category 1 cautioned or convicted for breach of notification requirements	13
Category 1 convicted for breach of notification requirements	36

Category 1 who have had their life time notification revoked on application	15
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	108
SHPO with foreign travel restriction	0
Notification Order	0

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	1	0	1	2
Level 3	0	0	0	0
Total	1	0	1	2

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	196
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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.

Karen Blackburn – Head of Durham and Darlington Probation Delivery Unit

Our priority for Probation in County Durham & Darlington remains local investment in partnerships to strengthen our approach to protecting people and communities, to reducing reoffending and to support victims. This is the foundation for our aspiration to deliver effective services to the people we supervise, the public we serve and for positive stakeholder outcomes. Our concern locally has remained workforce impact from ongoing changes and demands generated within His Majesty's Prisons and Probation Service; for example, we have embraced policy and legislative changes for early release from custody to help increase prison capacity and stabilise the prison estate.

Delivering effective risk assessment and management practice has ensured robust plans are in place to manage the demand in a collaborative approach with partners; for example, the local impact on housing, treatment services provision, safeguarding activity for example, and via MAPPA referrals to manage safely those in transition from custody to the community. Working together and sharing priorities remains essential to meeting the challenge presented. Managing risk effectively and securing rehabilitative outcomes requires resilience and commitment as in delivered by Probation professionals across County Durham & Darlington. We engage people within the mainstream from the margins through social inclusion and with clear commitment, we are seeking to improve the life chances for people on probation, their families, neighbours and in turn, we may best support victims and potential victims and achieve safer community outcomes. My Local Leadership Team continues to prioritise and value engagement and collaboration with partners at operational and strategic levels; this was a real strength identified in our recent HMIP inspection shared recently with partners. Our local response will be aligned with regional and national priorities moving forward. Of note, MAPPA arrangements within County Durham & Darlington were a highlighted as a strength.

The following are some examples of practice developments within the past 12 months which illustrates the priority afforded to MAPPA management:

The MAPPA Chair and Lead Senior Probation Officer for County Durham & Darlington delivered face to face training to all grades of Probation staff to refresh and embed the *E: MAPPA Learning* which is mandatory learning with clear benefits realised in terms of case discussions, bench marking referrals and opportunity for staff to shadow screening panels to enhance risk assessment skills within a multi-agency framework and quality assure MAPPA Level 1 management which are greatest in number, along with increasing confidence in Levels 2 and 3 management.

Understanding Multi Agency Public Protection Arrangements: Doing the Right Thing to Keep People Safe is fully completed.

Stalking Training has been rolled out to Probation staff and managers across County Durham & Darlington, delivered by the specialist Northumbria Stalking Intervention Project (NSIP) team to upskill and encourage practitioner confidence, working alongside Duty To Cooperate agencies, Victims Liaison Unit and Police.

Operation Trinity – Probation staff continue to support with Police colleagues with Risk Assessments, Professional Statements and Court attendance to give evidence - since January 2024 Operation Trinity has utilised civil orders to manage offenders prior to conviction, often coupled with Potentially Dangerous Person (PDP) management. We continue to work with MOSOVO to gather evidence for Sexual Risk Orders and Stalking Protection Orders.

PQIP Training - bespoke MAPPA Training is now delivered to Trainee Probation Officers for their ongoing professional development.

David Bailey, MOSOVO, Durham Police

Durham Constabulary have continued to work closely with partner agencies over the past 12 months. Work has begun internally regarding MAPPA awareness training for internal departments so that MAPPA is considered in risk management and to improve the quality of MAPPA referrals. Durham Police continue to work closely with both prison and probation colleagues to address the complex issues faced by all agencies at this time.

Joint MAPPA screening with the MAPPA co-ordinator and the Detective Inspector from MOSOVO (Management of Sex Offenders and Violent Offenders) is effective and allows for the review of police information prior to a decision being made regarding acceptance into MAPPA.

Operation Trinity continues to be an effective tool when managing sexual risk and is now embedded across the organisation. This is a Durham created, nationally adopted approach (College of Policing best practice guide) to managing the risk of nominals in the community who pose the greatest sexual risk. Op. Trinity is focused on streamlining and professionalising the application process for Sexual Risk Orders and involves joint working with the Crown Prosecution Service and HMCTS.

The SPIP programme (Safeguarding Perpetrator Intervention Programme) continues to be a key tool in identifying individuals within the force area who pose a high risk. The algorithm identifies offenders who pose an underlying / cumulative risk and flags these offenders for review by the Detective Inspector within MOSOVO. Those offenders accepted as SPIP nominals are given a plan owner responsible for using available tactical options to lower the risk that individual poses. One of those options is often a MAPPA referral.

Claire Byers, Tees, Esk & Wear Valleys NHS Foundation Trust

To ensure MAPPA guidance is embedded into clinical practice, the Trust Safeguarding & Public Protection (S&PP) team addressed this through the team workplan 2024/25.

The following actions have been completed:

Converted the MAPPA Procedure into a MAPPA (& PDP) Policy with a full review in line with updated MAPPA Guidance with the addition of the Potentially Dangerous Persons (PDP) process. This was published in March 2024. Consultation was carried out within the Trust, with Local MAPPA Coordinators and further liaison was made with National Policy Lead and neighbouring Trusts Safeguarding Leads.

A voice over presentation on the key points of the MAPPA including PDP Policy has been devised and delivered in various forums across the Trust.

Patients who are MAPPA eligible, where mental health are the lead agency, all have MAPPA alerts on the electronic care records and the respective teams have been contacted to raise awareness of responsibilities.

MAPPA e-learning has been further promoted through the internal S&PP e-bulletin

MAPPA including PDP training package has been developed, focussed on mental health responsibilities, and a timetable to deliver this has been advertised for Trust staff to attend.

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

www.gov.uk

