

Bedfordshire Annual Report 2024 to 2025



Introduction

As Chair of the Bedfordshire MAPPA Strategic Management Board (SMB), I am proud to introduce the Multi Agency Public Protection Arrangements (MAPPA) Annual Report for 2024–2025.

This year's report reflects our ongoing commitment to protecting the public from violent crime and sexual offences. Our collective efforts remain focused on mitigating the risks posed by violent and sexual offenders, with particular emphasis on the growing challenges of male violence against women and girls (MVAWG) and the evolving threats emerging from the digital landscape.

MAPPA continues to be a cornerstone of public protection in Bedfordshire. This report offers transparency and reassurance to our communities, demonstrating how the three responsible agencies, Police, Probation Service, and HM Prisons, have fulfilled their statutory duties under MAPPA. It also highlights the vital contributions of our wider partner agencies, whose collaboration is essential to effective offender management.

Over the past year, I have witnessed first-hand the dedication and professionalism of those working within MAPPA. Despite high demand and resource pressures, the determination to ensure public safety has continued to guide every decision made. I extend my sincere thanks to the MAPPA team and all partner agencies for their tireless work, innovation, and resilience.

Looking ahead, we remain enthusiastic about driving improvements, embracing new approaches, and enhancing our multi-agency coordination. Together, we will continue to evolve and strengthen our public protection arrangements, ensuring that Bedfordshire remains a safe place for all.

ACC John Murphy Bedfordshire Police (Strategic MAPPA Board Chair)

I have served as the MAPPA Coordinator for five years, becoming only the third appointed lead in the past 25 years. This continuity reflects a deep commitment to public protection and multi-agency collaboration. Over the past year, the MAPPA panel has navigated significant changes that introduced additional resourcing pressures. Despite these challenges, the team has remained focused and resilient, consistently upholding MAPPA parameters and prioritizing public safety in every decision. The continued support from partner agencies has been instrumental in sustaining the effectiveness of MAPPA operations.

MAPPA Coordinator, Bedfordshire

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 offenders on 31 March 2025

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	736	266	-	1002
Level 2	3	6	1	10
Level 3	3	1	1	5
Total	742	273	2	1017

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	16	21	12	49
Level 3	5	5	2	12
Total	21	26	14	61

Notification Requirements

Category 1 cautioned for breach of notification requirements	10
Category 1 convicted for breach of notification requirements	24
Category 1 who have had their lifetime notification revoked on application	3

Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	100
SHPO with foreign travel restriction	0
Notification Order	4

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	1	3	1	5
Level 3	0	0	1	1
Total	1	3	2	6

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	114
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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.

Bedfordshire update

Multi-agency public protection arrangements (MAPPA) are in place in Bedfordshire to ensure the successful management of violent and sexual offenders in our county. Bedfordshire Probation are proud of our contribution to MAPPA arrangements and the partnership approach to managing relevant individuals. We believe that the coordination of MAPPA in Bedfordshire stands out for its quality and efficiency.

Lisa Jenkins, Head of Bedfordshire Probation Delivery Unit

MAPPA in Bedfordshire: Enhancing Public Protection Through Partnership - 'Voice of the Practitioner'

In Bedfordshire, MAPPA (Multi-Agency Public Protection Arrangements) plays a pivotal role in supporting probation and statutory agencies in fulfilling our legal obligations to protect the public. It fosters a culture of best practice through coordinated partnership working, where agencies collaborate to share information, resources, and responsibility. This joint approach enables more effective supervision and robust public protection, ensuring that decisions regarding offender risk management are informed and evidence based.

The Bedfordshire Probation Delivery Unit (PDU) currently supervises over 2,200 cases across custody and the community. Within this caseload, practitioners and managers frequently encounter new information that signals an escalation in the risk of serious harm. In such instances, it is essential to consider a range of responses, including consultation with senior managers, information sharing with partner agencies, convening professionals' meetings, and agreeing on appropriate actions to address the increased risk.

As a Senior Probation Officer and Operational Manager, I have extensive experience in working with Bedfordshire MAPPA (and other MAPPAs too). Whether attending thresholding meetings, participating in Level 2 and Level 3 meetings, or seeking guidance from the MAPPA SPO, Coordinator, Administrator, or partner agencies, my involvement has always been grounded in and met with collaboration and professionalism. These relationships have been instrumental in facilitating the effective exchange of intelligence on violent and sexual offenders, contributing to comprehensive risk assessments, and developing risk management plans. As a lead agency, this has been critical in ensuring adequate supervision, monitoring, interventions and treatment, and victim safeguarding.

Undoubtedly, evidence shows that individuals in prison and on probation benefit significantly from tailored interventions and access to targeted services, particularly when these are delivered through open, trusting, and consistent relationships with professionals. Such outcomes are best achieved through collaborative supervision and inter-agency approaches that address needs, manage risks, and support desistance. To optimise rehabilitation, risk management, and public protection, probation practitioners must be empowered to provide timely and prioritised access to essential resources. These include accommodation, education, training, employment, healthcare, and addiction support, which are critical lifelines for individuals transitioning from custody or under community supervision. For probation to succeed in this role, as a lead agency its representation must be strengthened, particularly in its capacity and authority to access and coordinate timely, needs-based support in custody and the community, and in partnership with statutory agencies.

Throughout my tenure in Bedfordshire PDU, I have consistently participated in MAPPA panels at all levels. The support provided by the MAPPA team, alongside the strength of inter-agency relationships, has been invaluable in managing complex and high-risk cases. However, it is important to acknowledge the structural limitations that probation services often face, particularly in accessing rehabilitative programmes and services, both in custody and the community, that are essential for the effective management of individuals who pose a significant risk to public protection. A key challenge also lies in the absence of adequate enabling legislation, which restricts probation's ability to directly access or commission vital services. These include emergency and move-on accommodation, mental health provision and addiction support, and operational resources including escorts for individuals on release, enhanced physical or digital surveillance for high-risk offenders, or immediate apprehension when necessary. These constraints can, and do, hinder our ability to respond swiftly and proportionately to emerging risks, and to support the rehabilitation and reintegration of those under our supervision.

Ideally, a MAPPA framework with a stronger focus on resource provision, and with the authority to direct statutory agencies to act on identified needs and risks, would significantly enhance the effectiveness of multi-agency public protection efforts.

To illustrate the impact and perception of MAPPA within Bedfordshire, I have included reflections from colleagues:

“At the time, this case was MAPPA Level 3, now deregistered and in closed conditions. My experience of attending MAPPA meetings and collaborating with involved agencies was positive. It was beneficial to have all professionals working with the individual present in one meeting. I felt supported, and this was particularly helpful during the Parole hearing, as I was confident that the licence conditions and Risk Management Plan were backed by a Multi-Agency Public Protection Panel.” — Probation Officer

“As a PQIP co-working a complex case, I found MAPPA to be a valuable multi-agency forum, offering access to critical information from partner agencies. However, the process's effectiveness depended heavily on each agency fulfilling their agreed actions. In this case, the lack of housing support from partners was concerning, as it contributed to increased substance misuse and risk. Nevertheless, I was able to seek advice on alternative community options and share updates on the individual's behaviour and movements.” — Probation Officer

“I attended a MAPPA meeting for the second review of a case. It was fast-paced and involved key professionals, including police, POM, probation, housing, and mental health teams. Each agency shared current information about the individual's progress. The focus was on securing accommodation upon release, but concerns remained due to continued substance misuse and lack of engagement in risk reduction work. The meeting also addressed emerging child safeguarding concerns, highlighting the need for structured multi-agency planning. It was a valuable insight into real-time risk management.” — Probation Officer (NQO)

“I attended a MAPPA Level 2 meeting for a case I was co-working as part of my PQIP. It was a positive and collaborative experience. Agencies worked well together, sharing information and expertise. The outcome was a joint decision to remove the individual from the family home, ensuring proactive risk management and safeguarding. As my first MAPPA meeting, it was professionally rewarding and underscored the importance of shared responsibility and continuous learning.” — Trainee Probation Officer (PQIP)

“Since joining the Sentence Management team four months ago, I’ve found the MAPPA team to be exceptionally supportive. They’ve consistently gone above and beyond, offering expertise, contacts, and assistance with agency liaison. Their support has enhanced my confidence and contributed to the smooth running of operations, strengthened professional relationships, and improved risk management. I’m grateful for the MAPPA arrangements and the dedication of Bedfordshire professionals in managing complex cases.” — Senior Probation Officer

“Overall, I find the MAPPA process in Bedfordshire to be useful, and I also find it useful that the coordinator has a probation background and the meetings feel productive and supportive in assisting the PP in engaging other agencies. My primary frustration are the limits within the forum to progress needs around accommodation, which is a frustration in general within the service, however I wish collectively there was more we were able to do in order to secure accommodation in the most complex of cases that would enable us to better manage the case. In general, I find MAPPA useful to ensure relevant organisations take accountability for actions and to progress the correct actions and also in creating strong joint up working and information sharing between agencies.” — Senior Probation Officer

Jamal Hylton, Senior Probation Officer, Luton Probation Office, Bedfordshire PDU

Further reading:

[The Concept of Professionalism in Probation – A View from the Frontline](#)