

Cheshire Annual Report 2024 to 2025



Introduction

On behalf of Cheshire's Strategic Management Board, I am pleased to present the 2024 –2025 MAPPA Annual Report, which offers a detailed overview of the Multi-Agency Public Protection Arrangements (MAPPA) across Cheshire.

MAPPA is a statutory framework established under the Criminal Justice and Court Services Act 2000 and further strengthened by the Criminal Justice Act 2003. Through these arrangements, the Police, Probation, and Prison Services work in close collaboration with key partners in Health and Local Authority services to identify, assess, and manage individuals convicted of violent, sexual, or terrorist offences, or those who pose a terrorist risk. Managing such offenders is a complex and demanding responsibility, which is why the coordinated efforts and shared expertise of MAPPA agencies are vital.

The Strategic Management Board (SMB) plays a vital role in overseeing the delivery of MAPPA across Cheshire. Meeting three to four times a year, the Board brings together senior leaders from key agencies who are committed to improving public protection through strong partnership working. These leaders—drawn from the Police, Probation, Prison Service, Health, and Local Authorities—bring a wealth of experience and strategic insight. Their collaboration ensures that MAPPA continues to evolve, adopting best practices and responding effectively to the challenges of managing individuals who pose a serious risk to our communities.

We're also pleased to announce the appointment of a new Lay Member, Mr Stewart Kelly, who joins the Board to offer an independent and community-focused perspective. Lay Members play an important role in ensuring transparency and accountability within MAPPA. Mr Kelly's contribution will help strengthen our approach and ensure that public voices are reflected in our decision-making. I would like to extend a warm welcome to Mr Kelly and thank him for his commitment to this important work. His involvement will be invaluable as we continue to develop and improve how we protect the public and support safer communities across Cheshire.

As expected 2024/25 continued to be a busy year with a continuing increase in MAPPA cases. This has been set against the challenges of Probation Reset, SDS40 and more recently FTR48. MAPPA also celebrates 25 years and there have been a number of informative and interesting events presented by the National MAPPA Team to mark this milestone in MAPPA arrangements. This concludes with a National Conference that will be held in Birmingham in December which I am sure will be a fantastic event, which will highlight the success of MAPPA and it's development over the past 25 years and how MAPPA will continue to evolve in the future.

The data and updates within this report reflect the dedication, professionalism, and vigilance of our partner organisations. Their continued efforts ensure that those who present the greatest risk of serious harm are managed robustly and effectively to safeguard our communities.

As a partnership, our strength lies in working together—sharing information, developing joint risk management strategies, and implementing safety plans that protect the people of Cheshire. Looking ahead, we remain committed to enhancing our collaborative practices and refining our approach to MAPPA, ensuring we continue to protect the public and reduce the risk of future harm.

Danielle Whitwell - Probation Delivery Unit Head and Cheshire MAPPA Strategic Management Board Chair

What is 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	1613	361	-	1974
Level 2	7	4	7	18
Level 3	0	1	2	3
Total	1620	366	9	1995

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	20	15	21	56
Level 3	2	5	4	11
Total	22	20	25	67

Category 1 cautioned for breach of notification requirements	0
Category 1 convicted for breach of notification requirements	0

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)	186
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)	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	8	8	9	25
Level 3	1	0	1	2
Total	9	8	10	27

Breach of SHPO	
Level 2	2
Level 3	0
Total	2

Total number of individuals subject to sex offender notification requirements per 100,000 population	159
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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.

Local page

Working Together to Keep Cheshire Safe: MAPPA Partnerships in Action

In Cheshire, protecting the public from individuals who pose a serious risk—such as those convicted of sexual, violent, or terrorist offences—is a shared responsibility. This work is coordinated through MAPPA (Multi-Agency Public Protection Arrangements), a statutory framework that brings together a wide range of agencies.

Who's involved with the Cheshire area?

The **Responsible Authorities** for MAPPA in Cheshire are:

- The Probation Service
- His Majesty's Prison Service (North West)
- Cheshire Constabulary

Alongside these, a number of **Duty to Co-operate agencies** play a vital role in supporting MAPPA's work. These include:

- Community Mental Health Teams
- Housing Associations
- Safeguarding Children and Adult Boards
- Job Centre Plus
- The Youth Offending Service

These agencies work collaboratively with criminal justice partners to reduce harm, protect victims, and support the rehabilitation of offenders. All partners follow national guidance set by the National MAPPA Team.

Strategic Oversight

MAPPA in Cheshire is overseen by the Strategic Management Board (SMB), which meets at least three times a year. The SMB is made up of senior representatives from both Responsible Authorities and Duty to Co-operate agencies. Their role is to ensure their organisations are fulfilling their MAPPA responsibilities, sharing information effectively, and continuously improving local practices.

We're also proud to include a Lay Adviser, appointed by the Secretary of State, who brings an independent voice to the Board and ensures that the public's perspective is considered in decision-making.

Supporting Rehabilitation and Risk Management

While the core responsibility for managing high-risk offenders lies with the criminal justice agencies, effective public protection often requires broader support. For example, stable housing

and employment significantly reduce the likelihood of reoffending. Duty to Co-operate agencies help assess risks and contribute to robust management plans, especially when offenders face mental health challenges or pose risks to children. Regular MAPPA meetings at both Level 2 and 3 are held across Cheshire to manage high and very high-risk cases. These meetings allow agencies to share information and develop tailored plans to manage each offender safely and effectively.

Strengthening Practice Through Sub-Groups

Following on from last year's report, the two dedicated sub-groups support the work of the SMB:

- The Training Subgroup
- The Evaluation and Monitoring Subgroup

These groups ensure that all agencies understand and fulfil their MAPPA roles. Their work includes auditing referrals and meetings, monitoring attendance, reviewing risk management plans, and sharing learning across the partnership. Safeguarding Boards are also actively involved in these sub-groups, helping to maintain strong communication and alignment across services. Training continues to be delivered across the area to both probation staff and partnership agencies. Training also includes the delivery of two targeted sessions to the Newly Qualified Officers across the Northwest region, which continues to be well received. Over the spring months, the MAPPA Level 1 Framework training has been rolled out to Probation Practitioners with a focus upon timely level setting and reviews, whilst encouraging a joined up and collaborative approach to ensure partnership agencies are involved in the decision-making process for the MAPPA management of eligible cases, using the MAPPA Q document and recording correctly. There was also a focus upon 'Why ViSOR is Mandatory' for all staff, encouraging practitioners to use ViSOR as a 'business-as-usual' tool to drive up the use of the system and the sharing of information to inform risk assessments and to manage risk.

Tackling Domestic Abuse: A Joint Approach

Cheshire remains committed to tackling domestic abuse through Multi-Agency Risk Assessment Conferences (MARACs). These meetings focus on protecting victims at high risk of serious harm by developing coordinated safety plans. MARACs complement MAPPA processes, and there are clear protocols linking the two.

Cheshire Police's Harm Reduction Unit plays a key role in managing perpetrators of stalking, offering support to victims and professionals, and ensuring robust safeguarding measures are in place.

The new initiative by Cheshire Constabulary continues into this year, with an assigned officer to each of the 'Top 5' domestic abuse cases in every Local Policing Unit (LPU). These officers oversee all related investigations and callouts, ensuring a focused and consistent approach. This initiative, known as the SDAP scheme, is designed to improve outcomes for victims and reduce the demand placed on police services. It uses an actuarial assessment based on Recency, Frequency, Gravity, and Number of Victims (RFGV) to identify the highest-risk perpetrators across Cheshire—resulting in a monthly list of 45 individuals.

Details of these cases are shared with Probation to ensure that practitioners are aware and can reflect this status in their risk assessments and management plans. Domestic Abuse Coordinators have also been recruited to every LPU to drive this work forward. This joint approach has led to a rise in MAPPA referrals for domestic abuse perpetrators, particularly in Category 2 and 3 cases and as expected this trend continued into 2024–25, helping us to better protect victims and manage risk across the county

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Probation
Service

