

Lancashire Annual Report 2024 to 2025



Introduction

Daniel Cooper, Governor at HMP Preston and Lancashire MAPPA Strategic Management Board Chair.

On behalf of Lancashire's Strategic Management Board, I am pleased to share the 2024 – 2025 MAPPA Annual Report which is intended to provide an insight into the Multi-Agency Public Protection Arrangements (MAPPA) across Lancashire.

These arrangements are statutory and were introduced by the Criminal Justice and Court Service Act 2000 and strengthened under the Criminal Justice Act 2003. Since this time, the Police, Probation and Prison Service have worked closely together with other key partners in Health and Local Authority based services to identify, assess and manage violent, sexual and terrorist convicted or terrorist risk offenders. The protection of the public and management of violent, sexual and terrorist risk offenders is a difficult and challenging task which is why deploying the joint expertise and resources of agencies through MAPPA is so important.

The MAPPA statistics and the updates provided within this report highlight the commitment, professionalism and focus of our partner organisations, who work tirelessly to robustly manage those offenders who pose the most significant risk of serious harm to our communities.

As a partnership we are always strongest when working together, sharing information and developing collaborative risk management and safety plans to protect the people of Lancashire and to support the effective management and rehabilitation of the most serious offenders. Over the coming year we will continue to develop even stronger working practices and approaches to MAPPA to ensure that we effectively protect the public and prevent future victims from harm.

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	2551	831	-	3382
Level 2	10	8	22	40
Level 3	4	2	7	13
Total	2565	841	29	3435

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	33	35	53	121
Level 3	7	9	18	34
Total	40	44	71	155

Category 1 cautioned for breach of notification requirements	1
Category 1 convicted for breach of notification requirements	40

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

Sexual Harm Prevention Order (SHPO)	232
SHPO with foreign travel restriction	0
Notification Order	3

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	7	19	34
Level 3	4	1	8	13
Total	12	8	27	47

Breach of SHPO	
Level 2	1
Level 3	1
Total	2

Total number of individuals subject to sex offender notification requirements per 100,000 population	180
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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

Lancashire Constabulary

The new working model for Lancashire Constabulary's MOSOVO (Management of sexual offenders and violent offenders)/MAPPA teams is now embedded across Lancashire with new locally based chairs and administrative teams having undergone training to ensure they fulfil their obligations in ensuring that the public is protected and that the arrangements are being effectively managed. They have undertaken joint training with Probation colleagues which has helped to forge effective and mutually beneficial working relationships that we are keen to build on in the future.

Representatives from the MOSOVO teams attended the MOSOVO annual conference 2025. The conference theme was around desistance to sexual offending. Presentations explored how desistance is central to offender management and looked at the offender journey from a prison setting to desistance. It highlighted the ways in which MOSOVO can incorporate desistance into their practice which is something we are looking to further develop.

As a force we have been investing in our MOSOVO staff by introducing a digital training element to our MOSOVO course. This will help to ensure that staff can interrogate digital devices effectively in order to detect further online offending and safeguard victims. We have also introduced a MOSOVO refresher course so that staff are kept up to date with any changes, best practice, or developments within the MAPPA arena.

We are exploring utilising a managed monitoring service (ESafe) to track offenders' use of their digital devices to detect signs of criminal behaviour and breaches of civil orders. Not only would this software detect offences, but it also facilitates early intervention when it appears that offenders are on a pathway to reoffending so that offences can be prevented and victims safeguarded. It has the potential to be a very useful risk management tool for MAPPA offenders.

Lancashire Intensive Intervention Risk Management Service (IIRMS)

Lancashire IIRMS (re-named REVIVE) is jointly commissioned by HMPPS and NHS England. It is an intensive, intervention risk management service and sits within the wider Offender Personality Disorder (OPD) Pathway. The Service has been operational now since January 2023.

It provides an approach which is psychologically informed and embedded in the risk management framework of MAPPA to work with men and women who have difficulties that relate to past trauma and who will be assessed as a high risk of harm to the public.

The service offers practical and psycho – social support to men and women, who meet the criteria, and who are released from Prison on licence. They are likely to have been released from prison previously but have struggled to engage with licence conditions, may have returned to substance misuse or recalled to custody because of an increased risk to the public.

This service works with individual and other partners to draw up a formulation which provides an understanding of the individuals difficulties, is strengths focused and considers a plan for the work with IIRMS. The individual will consent to work with the service and will be willing and able to engage with a change process.

Over the course of the work so far, we have supported up to 35 people for up to twelve months. We have been able to work with individuals to minimise the risk of re-offending and have prevented their return to custody. With others who have been unable to sustain progress and have been recalled to custody, we continue to work with those individuals who are still willing to engage, offering support with a therapeutic end.

We have worked with the Third Sector providers as strategic partners to develop our service offer, especially around co-production and enabling the voice of lived experience to be part of our service design and review. The intention is to support individuals to engage with third sector providers to enable their ongoing involvement and support prior to and following IIRMS intervention in order to facilitate a smooth transition and maximise the chance for success with life in the community.

Children's Social Care & Youth Justice - Blackburn with Darwen

There continues to be regular and consistent attendance and representation at Lancashire MAPPA Strategic Management Board (SMB) from Blackburn with Darwen (BwD) Local Authority. This is provided by the Youth Justice Service Manager in a capacity representing the interests of their own service, but also that of Children's and Adults Social Care and Housing. At a strategic level this provides a single point of contact within the Authority for colleagues of partner agencies, and this role is available to support all other functions of the SMB as required. An example of this is where we have completed MAPPA case audits on behalf of Lancashire MAPPA SMB.

Operationally, this function continues to ensure all efforts are made to achieve standards set and compliance with MAPPA. The Youth Justice Service Manager ensures that key links are maintained with those departments referenced within the council in order to fully support the oversight of people subject to MAPPA and the delivery of plans.

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Probation
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police and communities together