



Multi Agency Public Protection Arrangements

Kent MAPPA Annual Report 2024 to 2025



Introduction

We are pleased to introduce the Kent MAPPA Annual Report for 2024-2025

This report is presented on behalf of the Kent Strategic Management Board, highlighting the performance and practice development of Multi Agency Public Protection Arrangements in Kent and Medway.

The role of the Strategic Management Board (SMB) is to provide the oversight and assurance of effective public protection arrangements across Kent and Medway. The SMB is made up of the three Responsible Authorities (RA) who are the Police, the Probation Service and the Prison Service. Alongside the Responsible Authorities are key Duty to Co-operate agencies (DTC), who include partners from Child and Adult Safeguarding, Youth Justice Services, Health, Department of Work and Pensions, Local Authority Housing and Home Office Immigration Enforcement. The SMB meets three times a year to review progress and to assure effective and efficient arrangements are in place to achieve the priority of protecting the public from harm by those subject to MAPPA arrangements and to reduce their re-offending.

We continue to see an increase in the number of individuals becoming subject to Multi Agency Public Protection Arrangements. As with every year, the significant majority of offenders who fall under Multi Agency Public Protection Arrangements at any one time are Registered Sex Offenders. These offenders or nominals as they are also known fall under MAPPA Category 1. Violent offenders are identified as Category 2.

There are number of reasons for the higher number of Category 1 nominals and it doesn't necessarily mean there are more sexual than violent offenders in Kent. To be registered as a Category 2 nominal the offender must have been sentenced to a period of 12 months

custody or more. Category 1 nominals however can be sentenced to less than 12 months custody, or subject to a community order and still qualify for MAPPA registration. They also tend to be subject to restrictions for longer periods in the community as a result of ancillary orders such as Sexual Harm Prevention Orders than violent offenders, often running alongside sex offender registration requirements, which in turn results in the nominal being in the MAPPA process for longer periods than other category offenders. When you review the number of cases at Level 2 and Level 3, where there is significant multi agency activity to manage risk, the numbers of Category 1 and Category 2 cases are more balanced.

During this reporting period, the Criminal Justice System has been through a period of continuing change in policy and operational delivery. This has included a number of measures to reduce prison capacity pressures, which has in turn required MAPPA to work at pace to manage some earlier than originally anticipated releases.

In addition, the Victim and Prisoners Act 2024 added the offence of Controlling or Coercive Behaviour in an Intimate or Family Relationship (CCB) to the list of those qualifying for automatic management under MAPPA. This change to legislation resulted in a new cohort of individuals being subject to automatic MAPPA management. We have broadened our thresholding considerations in accordance with this national guidance to include more domestic abuse related offences. This is to not only enhance the wider multi agency approaches to tackling violence specifically committed against intimate partners, but also to respond robustly to continuing concerns in regard to violence against women and girls. Adult and child safeguarding continues to be our highest priority when overseeing risk management practice in the community, as we further develop our understanding of the growing application of technology in sexual offending, child grooming and in abusive and controlling relationships.

In our previous report, we outlined our improvement plans aimed at strengthening the quality of practice across MAPPA in Kent and Medway. A key focus has been ensuring that all professionals working within and around MAPPA fully understand their responsibilities and the importance of their contributions to safe and effective risk management. Recent internal audits have shown some positive developments in information sharing arrangements and risk assessment processes across Lead Agencies. While we acknowledge that there will always be opportunities to refine and enhance our practice, the current direction of travel is encouraging and reflects our commitment to continuous improvement.

Looking ahead, we anticipate that MAPPA in Kent and Medway will continue to operate within a complex and evolving criminal justice landscape. Operational pressures persist across our partner agencies. There continue to be operational pressures in our prisons, Police have a large number of registered sex offenders to monitor in the community and workload demands are ever present for the Probation Service alongside our Duty to Co-operate agencies.

We also face ongoing challenges in securing safe and appropriate accommodation for offenders, and in ensuring access to health and social care services, particularly for older individuals presenting with increasingly complex needs.

Despite these pressures, we remain confident in both our capacity and capability to navigate these challenges effectively. Through strong multi-agency collaboration, we will continue to deliver robust and responsive public protection arrangements across the region.

Head of Kent, Surrey and Sussex
Public Protection Team. Probation
Service.

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	2021	809		2830
Level 2	8	2	12	22
Level 3	1	2	1	4
Total	2030	813	13	2856

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	21	23	42	86
Level 3	4	4	6	14
Total	25	27	48	100

Category 1 cautioned for breach of notification requirements	5
Category 1 convicted for breach of notification requirements	72

Category 1 who have had their life time notification revoked on application	8
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	263
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)	10
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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	9	2	10	21
Level 3	0	0	1	1
Total	9	2	11	22

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	119
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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

MAPPA Co-ordinator; Kent

MAPPA is a partnership between agencies to manage the risk presented by violent and dangerous offenders. This report provides a unique opportunity for the wider public to gain a greater understanding and insight into the work undertaken by public sector and partner agencies working together, to keep our communities safe from those individuals assessed as presenting the highest risk of committing harmful offences.

Over the last 12 months, the MAPPA Co-ordination team have continued to work on behalf of the Kent MAPPA Strategic Management Board towards the aims of the SMB Business Plan.

All Level 2 and 3 MAPPA Meetings in Kent continue to be delivered in a Panel format, where standing Panel members from Responsible Authorities and Duty to Co-operate Agencies attend monthly MAPPA Panels scheduled for their Local Authority Area. Using this structure, we have seen improved representation at Level 2 and Level 3 MAPPA Meetings; ensuring continuity of multi-agency representation and streamlining of administrative processes.



Weekly MAPPA surgeries are now fully established and are available to all Responsible Authority and Duty to Co-operate representatives for one-to-one case consultations, guidance and support. These

continue to be well attended by a number of multi-agency partners, in particular across the Probation Service, Mental Health and Adult Social Care teams.

MAPPA level 2 and 3 referrals continue to be screened in a timely manner, with multi-agency MAPPA Screening Panels convened on a weekly basis to ensure that delays in risk management are minimised. Improving the quality of referrals has continued to be a focus of the MAPPA Co-ordination team over the last 12 months with additional training events for Lead Agencies and the development of guidance documents to support those completing MAPPA referrals.



The MAPPA Co-ordination team attend regular Risk Forum meetings with all Secure Units across Kent. The quality of information sharing about MAPPA eligible patients has improved as a result of these formal meetings. In addition, a priority over the last year has been developing relationships and improving information sharing with both the Kent and Medway Adult Social Care and Health Teams to ensure that all MAPPA eligible patients in hospital and in the community are identified and appropriate risk assessments and risk management plans are in place.



The MAPPA Co-ordination Team have continued to regularly audit the quality of MAPPA Level 2 and Level 3 meetings and support MAPPA practice across Kent from a multi-agency perspective. Such observation allows us to identify training and development needs of both Chairs and agency representatives which is reflected within the 2024-2026 MAPPA Training Plan.

The last year has also seen a significant focus on raising awareness and sharing guidance on the Victims and Prisoners Act 2024 which strengthened the legal framework for victims, ensuring better support and justice. The Act also introduced new protections and measures to support those affected by controlling and coercive behaviour, including the automatic management under MAPPA for those convicted of controlling and coercive behaviour and sentenced to 12 months or longer, aiming to provide a more comprehensive and effective response to the risk posed by such offenders. On behalf of the SMB, the Kent MAPPA Co-ordination Team commissioned specialist training on 'Technology Facilitated Domestic Abuse' for all MAPPA chairs to improve knowledge on the subject area and enhance confidence in recognising and managing this emerging risk area.

This reporting year saw significant changes to policy regarding early releases from custody which have been implemented by the Prison & Probation Service. During this time referrals to MAPPA Level 2 have increased. The MAPPA Co-ordination Team has continued to work closely with Probation Delivery Units, Kent Police and partner agencies to produce pro-active responses to these changes.

During this reporting period the Kent MAPPA Co-ordination Team were pleased to finalise the appointment of a second Lay Adviser. Our Lay Advisers undertake work in conjunction with the Responsible Authority and Strategic Management Board in Kent and represent an essential means for the public to engage with the MAPPA process. We would like to thank both Kent appointed Lay Advisers for being prepared to contribute their time and expertise.

2025 has marked the 25th Anniversary of MAPPA and the Kent Strategic Management Board and Duty to Co-operate agencies have actively engaged with National MAPPA team events celebrating this occasion.

Throughout this reporting period the Kent MAPPA Co-ordination team have continued to focus on the development and improvement of MAPPA practice and delivery across the County and would like to thank all partners and key stakeholders who continue to support the local MAPPA process across Kent.

Kent Police; MOSOVO Detective Superintendent

Kent Police has implemented a significant restructure of its MOSOVO teams, bringing all units managing MAPPA individuals under a single command structure. This change has delivered greater consistency and resilience across the force, particularly in supporting MAPPA processes and Level 2 & 3 meeting structures. Divisional Detective Inspectors report strong working relationships with their MAPPA co-chairs in both Kent Probation and the National Security Division, reflecting a mature and collaborative multi-agency approach. Engagement from Mental Health partners has also improved, contributing to more comprehensive risk management planning.

The number of individuals being managed under MAPPA continues to grow, with previously forecasted increases already surpassed. In response, Kent Police has invested in both digital capability and offender management resources. By January 2026, the force will have increased its staffing by eight offender managers and two proactive

digital investigators. This uplift ensures a proactive approach to risk identification and enforcement of preventative orders, including Sexual Harm Prevention Orders and Sexual Risk Orders.

A review is currently underway into the management of violent offenders to ensure that the most appropriate resources are deployed and that collaborative working with MAPPA partners remains effective. These developments reflect Kent Police's ongoing commitment to innovation, partnership, and robust offender management in the face of evolving risks.

Gravesham Borough Council – Homeless Prevention Team Manager

Gravesham Borough Council continues to be represented on the MAPPA Strategic Management Board and attends MAPPA Panel meetings for those being released into our area.

Gravesham Borough Council also participates in a monthly pre-release panel held with HM Prisons and Probation Service with Dartford Borough Council to ensure that the authority is aware of any upcoming releases. We will discuss with colleagues whether the appropriate referrals have been received and if contact has been made with the prisoner or not and try to establish better ways of working to ensure that prisoners are not released as NFA and approaching the authority on the day.

Medway Adult Social Care – Operations Manager

The current MAPPA single point of contact for Medway Adult Social Care has extensive experience in learning disability and autism across adult services. This expertise has enabled the identification of individuals in custody who could meet the criteria for the Transforming Care list due to their learning disability and/or autism. These cases are shared with the Medway Transforming Care Coordinator so that oversight and guidance can be provided to the allocated social workers.

Medway Council continues to take proactive measures to enhance case management for individuals transitioning from prison settings. One example includes the allocation of a MAPPA case involving an individual diagnosed with Autism to a practitioner with specialist expertise in learning disabilities and autism. This targeted approach has resulted in more appropriate and effective support planning tailored to the individual's needs.

Kent Integrated Children's Services – Service Manager.

There is a new MAPPA Lead for Kent Integrated Children's Services. The Lead has reviewed the processes and systems in place and is writing new guidance for ICS practitioners.

A new initiative is to ensure that there is ICS representation at all Level 3 meetings. When a child connected is open to services, the Service Manager from that service will attend. When there is no involvement, the Service Manager for Safeguarding attends to ensure there is input from a Children's Services perspective.

The Lead has met with the MAPPA co-ordinator to ensure close liaison between Children's Service and MAPPA.

With the support of the MAPPA team, ICS has been cleansing its data to ensure accurate recording of all individuals subject to MAPPA. This included removing historical MAPPA flags so only current flags are on the system.

Kent Youth Justice Services – Service Manager

Kent MAPPA have continued to support children in youth justice who meet the relevant criteria. The multi-agency panel and its partners have supported Kent Youth Justice in managing children where there is an identified risk of harm to others, by way of multi-agency plans to support the professional partnership around the child and provide extra support and restrictions to reduce and manage risk. In addition Kent MAPPA have supported in the transition of cases from youth to adult services.

The Kent Youth Justice Service Manager is a member of the MAPPA Strategic Management Board which has ensured that the board is well versed and receptive to how they manage children subject to the process, which often can be very differently legally and ethically to the way that adults are managed.

Folkestone and Hythe District Council – Housing Solutions Manager

Folkestone & Hythe District Council (FHDC) engage well with the MAPPA process, FHDC have a dedicated Housing Solutions Officer for Ex-offenders, which makes the council in an ideal position for engaging with MAPPA.

MAPPA panel days are working well and FHDC are keen to engage in this process for improvement of risk management. Kent has a very approachable and knowledgeable MAPPA co-ordinator, who we feel at ease to ask questions, request training etc.

In summary, the current MAPPA panel days are working well for the council, we receive dates well in advance to allow us to attend MAPPA panel days, always & we know who to contact for MAPPA related queries.

Thanet District Council – Housing Options Manager

Over the past year, Thanet District Council has continued to play an active role in the operation of Multi-Agency Public Protection Arrangements (MAPPA). Thanet District Council contribution has included:

- Housing Support and Risk Management - Working closely with MAPPA partners to identify and provide appropriate housing solutions that balance offender rehabilitation with community safety.
- Ensuring that housing placements are informed by robust risk assessments and supported by clear management plans.

Contributing safeguarding concerns to ensure that the needs of children, vulnerable adults, and communities are taken into consideration upon any decision making

Sharing relevant information

Attending both strategic and case-level MAPPA meetings, ensuring our statutory duties and community knowledge inform multi-agency decisions.

Providing input on local resources and support services

In summary, I believe we have remained a key partner in MAPPA during the last year, ensuring that responsibilities in housing, safeguarding, and community safety are delivered effectively through multi-agency working.

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

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