



Essex Annual Report 2024 to 2025



Introduction

The Annual Report offers an opportunity for Essex MAPPA to demonstrate our accountability to our community for the management of violent and sexual offenders. It sets out statistics showing the number of offenders managed under MAPPA by category and level. It also sets out how the three Responsible Agencies (Police, Prison and Probation) have fulfilled their statutory duties under MAPPA and worked with other agencies and bodies to protect the public and manage the risk and is evidence of the commitment we have to making Essex a safe place to live and work.

Sexual and violent crimes committed in Essex cause a great deal of fear, distress and harm for victims and survivors. It is for this reason that protecting the public from the harmful behaviours perpetrated by the people that commit these crimes and meeting the needs of those who live with the consequences, remains the highest priority for HM Prison and Probation Service and Essex Police.

They work alongside partners who are responsible for providing interventions and safeguarding arrangements for children and adults. Together they identify MAPPA nominals, share information about them, identifying risks and put Multi-Agency actions in place to mitigate their risks. It is never possible to eliminate risk, however, what can be expected is that all reasonable steps have been taken to reduce the risk of serious harm to the public from known offenders.

MAPPA responds to local and national emerging issues by being part of the local panels where decisions are made around how to use resources to support the best ways to keep Essex people safe.

One of the most important partners in public protection are members of the Essex community. We want to thank you for the part you have continued to play in protecting vulnerable people in our community by reporting any concerns and we will act

promptly and appropriately to ensure that the most vulnerable are protected.

If you have a concern about a child or adult that may be at risk of harm, you can make a safeguarding referral to children and adults social services. Under Clare's Law (domestic abuse) and Sarah's Law also known as CSODS (Child Sex Offender Disclosure Scheme) you have the right to ask police if someone poses a risk to children or adults. Don't hesitate to ring 101 if you have any concerns, or 999 in an emergency. You can access non-urgent services online.

If you think that someone you know is vulnerable to being radicalised or holds extreme views and may harm others, please report online or in confidence on 0800 789 321 or by ringing 999 in an emergency.

If you have been affected by Domestic Abuse, there are services who can help. Access their details through www.setdab.org or by ringing 999 in an emergency.

Essex MAPPA continues to learn lessons, work closely with partners and review our processes to ensure that keeping you safe is at the heart of what we do.

Lucy Morris

Assistant Chief Constable

Essex Police

David Messam

Head of North Essex Probation Delivery Unit

Probation Service

Mark Howard

Prison Governor

HMP Chelmsford

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 works

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	2093	553	-	2646
Level 2	5	3	10	18
Level 3	1	0	0	1
Total	2099	556	10	2665

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	22	25	60	107
Level 3	7	3	3	13
Total	29	28	63	120

Category 1 cautioned for breach of notification requirements	1
Category 1 convicted for breach of notification requirements	43

Category 1 who have had their life time notification revoked on application	0
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	241
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)	2
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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	14	14	36
Level 3	5	0	3	8
Total	13	14	17	44

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	123
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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

Over the course of 2024-2025 Essex MAPPA has continued to evolve with regular Strategic Management Board meetings and a focus and commitment to manage risk and improve quality and partnership working. Agencies are invited to participate in a Performance Subgroup prior to each SMB where the MAPPA Co-ordinator presents the quarterly Performance Report. This allows agencies the opportunity to analyse data relating to referrals and attendance and identify any gaps in provision. Work is currently being undertaken to improve the number of written reports and updates received for meetings as this is seen as a key area and a gap in provision.

The MAPPA Manager chairs a Compliance and Audit Subgroup to ensure agencies and Essex MAPPA are compliant with standards. We are due to undertake a piece of work with Housing across Essex and Adult Social Care to improve services.

We remain committed to improving quality and service delivery and undertake audits in conjunction with partner agencies 4 times per year in conjunction with the national MAPPA audit tool and findings are shared at SMB to focus on areas of good practice and development. We continue to reflect on learning from Serious Case Reviews to embed positive changes in practice across agencies.

Essex MAPPA has continued to consistently deliver training across the Responsible Authorities and Duty to Cooperate agencies and have recently rolled out a training package in regard to revamping the MAPPA referral process and thresholding whilst focusing on the need for quality and timely referrals.

We have facilitated a meeting with agencies to consider MAPPA Level 1 processes to determine a best practice approach and have implemented a ViSOR Subgroup with Probation colleagues to focus on improving usage and address areas of concern.

In January 2025 Essex MAPPA held a Development Day which focused on partner agencies identifying how they wish to work together in conjunction with the SMB Business Plan and shared aims they would want to achieve. Attendees were then tasked with thresholding a MAPPA referral and working together to identify and manage the risks of a complex case.

We remain committed to ensuring the public and victims are safeguarded from violent and sexual offending. Essex MAPPA Level 3 was used as a forum to escalate concerns regarding obtaining a Hospital bedspace for a prisoner with a history of violence and mental health issues who would have been released homeless at their sentence expiry date and had been awaiting a Hospital bedspace for over 100 days. Through a multi agency approach and partnership working the issues around communication were resolved and the case was successfully transferred to Hospital.

Mark Sadler **Essex MAPPA Co-ordinator**

The Probation Service plays a vital role within the Multi-Agency Public Protection Arrangements (MAPPA), working collaboratively with other partners to manage individuals who pose the highest risk to public safety. As a statutory partner, we bring specialist knowledge of risk assessment, rehabilitation, and enforcement, ensuring that safeguarding and community protection remain at the heart of our practice.

Our commitment to partnership working strengthens decision-making, promotes accountability, and supports safer outcomes for victims and communities. By combining professional curiosity with robust case management, The Probation Service helps deliver a coordinated, effective response to complex risk which, similar to other partners, makes us an indispensable part of the Essex MAPPA family.

David Messam **Head of North Essex Probation**

Essex Police continues to enthusiastically embrace and support the MAPPA partnership. Essex has a dedicated MAPPA team that are responsible for organising, researching and preparing for meetings to ensure that the most vulnerable in the community are protected from the most dangerous.

In addition, colleagues from our Management of Sexual Offenders and Violent Offenders Teams (MOSOVO) and Domestic Abuse Problem Solving Team (DAPST) are fully committed to the MAPPA process as they seek to work in collaboration with partner agencies to assess and minimise risk. Colleagues from these teams routinely attend meetings and share their expertise and insight, with a view to putting tactical plans in place to support the vulnerable.

Within the Essex Police MAPPA team, monthly audit and compliance meetings are held to ensure that risk is being appropriately managed, and the highest standards are being upheld. This is testament to Essex's committed to multi-agency safeguarding.

Essex Police fully recognises that we cannot safeguard the most vulnerable in the community alone, and that the ability to do these hinges on the support we receive from our colleagues with a duty to co-operate with the Responsible Authority.

We also recognise that the route to achieving this is in the way we communicate and work together. We therefore fully appreciate the buy-in of other agencies, and hope to keep working closely with you for via MAPPA a considerable time to come.

DCI Spencer Thomas **Essex Police**

The Specialist Intervention Service (SIS) is a community-based one-to-one behaviour change intervention service - delivered by The Change Project - for DA/non-DA stalking perpetrators aged 16 and above, regardless of gender, ethnicity, sexuality or background. Victim/survivor safety is paramount throughout, with risk and impact continuously monitored through professionals supporting the victim for the duration of SIS involvement.

For more information, please contact sis@thechangeportfolio.org

Sarah Griffin **The Change Project**

Colchester Borough Homes (CBH) manages the housing stock of Colchester City Council. CBH attend both MARAC and MAPPA meetings.

In February 2025, two referrals relating to high-risk victims of Domestic Abuse was received by officers within CBH. Both referrals were victim to the same male who is well known to professionals.

CBH attended the MARAC to ensure the safety of the victims, and to ensure they were getting the appropriate support from the right agency. CBH raised concerns re this male, who was considered at MAPPA and nominated under Op Puffin.

Through our attendance at these meetings, we were able to coordinate (with all in attendance) the victims, potential other new victims, and raised our concerns regarding the safety of Nominals mother (and her being a potential victim also). Furthermore, through our information sharing, we were able to move both victims to another location to better safeguard them from the perpetrator, should he be released from Prison.

This case study shows how well agencies collaborate, share and take appropriate action on information to safeguard others.

Karen Loweman **Colchester Borough Homes**

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Probation
Service

