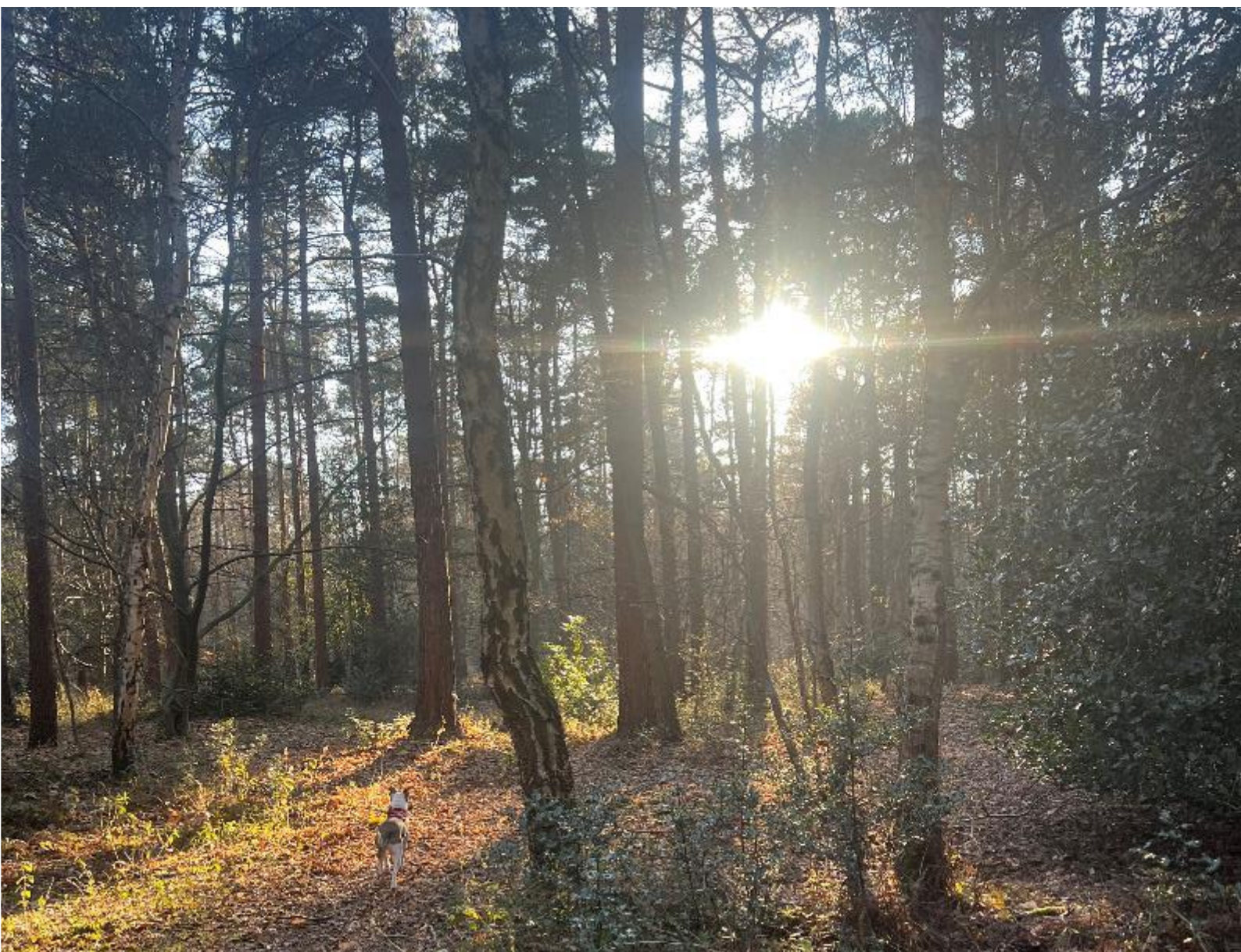


Norfolk Annual Report 2024 to 2025



Introduction

MAPPA arrangements within Norfolk have seen another busy year, with all agencies working hard to contribute to public protection. National changes regarding the management of Category 4 offenders and domestic abuse perpetrators are now fully embedded. The expansion of the MAPPA team to include the MAPPA PC role, in its early stages at the time of last year's report, is now fully embedded and has continued to enhance our partnership response to high-risk offenders.

Norfolk MAPPA continues to take opportunities to review and enhance our practice. Over the last year, we have contributed to the local Joint Targeted Area Inspection (JTAI) regarding the multi-agency response to children who are victims of domestic abuse in Norfolk. This inspection highlighted that Norfolk MAPPA was working well to manage the risk posed by the highest harm domestic perpetrators, however it also highlighted a need for MAPPA to focus further on the voice of the child as a victim of domestic abuse. This valuable feedback has now been implemented, to ensure that the voice of the child is now specifically addressed within all MAPPA Level 2 and 3 meetings.

Norfolk MAPPA continues to contribute to local strategic partnerships and has recently supported the Norfolk Safeguarding Adults Board in a Safeguarding Adult Review, to support and implement wider learning.

At the time of publishing last year's annual report, Norfolk MAPPA had recently commissioned two Serious Case Reviews. These reviews have now concluded, and a joint action plan has been developed to address the learning points identified. All SMB agencies involved in these cases are committed to addressing these actions and improving practice accordingly. To this end, a sub-group has been established. The sub-group has also taken a multi-agency approach to reviewing potential discretionary Serious Case Reviews to identify any learning and to assist with decision making around any requirement for a full Serious Case Review.

On behalf of all of the agencies involved in MAPPA and the public we serve, I wanted to thank all of those who have contributed for the support you have provided to vulnerable people in Norfolk through your commitment to multi-agency working in the last 12 months.

ACC Chris Balmer
Chair, MAPPA Strategic Management Board

MAPPA Training

MAPPA training is taking place on 4th and 5th February 2026. There will be two days of multi-agency training within the county, following on from the success of previous years' training offer. This year, following discussion within the MAPPA Strategic Management Board, the second day of training will be followed by an in-person SMB meeting, ensuring an opportunity for senior partners to strengthen relationships and enhance the work of MAPPA SMB.

MAPPA training continues to be offered to duty to co-operate agencies on request, and ongoing training is completed with probation and police colleagues during their initial training.

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	1278	146	-	1424
Level 2	8	4	7	19
Level 3	0	1	0	1
Total	1286	151	7	1444

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	23	27	40	90
Level 3	1	0	5	6
Total	24	27	45	96

Category 1 cautioned for breach of notification requirements	11
Category 1 convicted for breach of notification requirements	23

Category 1 who have had their life time notification revoked on application	12
---	----

Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	118
SHPO with foreign travel restriction	1
Notification Order	4

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
---	----------

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	0	9	9	18
Level 3	2	1	0	3
Total	2	10	9	21

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	151
---	------------

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.

MAPPA Police Offender Manager

Since the last MAPPA Annual Report, Norfolk Constabulary have invested in the MAPPA process by adding an officer role into the MAPPA team. The role of the MAPPA PC is to support risk management of MAPPA offenders within Norfolk and enhance the police response within the risk management plan. Whilst all Category 1 MAPPA nominals are managed by the Public Protection Unit (PPU), the MAPPA PC is responsible for the management of nominals managed under Category 2 or Category 3 and has undergone MOSOVO (Management of Sexual and Violent Offenders) training to assist with their role. The MAPPA PC attends all MAPPA meetings for these nominals and takes ownership of police actions. This may involve submitting and enhancing intelligence, highlighting ongoing investigations, and contributing to safeguarding work. The MAPPA PC links in with other MAPPA areas for individuals who are residing in other areas or those who are coming into Norfolk temporarily. They work closely with the lead agency, where this is not police, and ensure that information is shared to the wider MAPPA panel. The MAPPA PC also supports with Level 1 case management for offenders subject to hospital orders by linking in with clinical leads in mental health services.

The role was introduced in July 2024 and has been well received by MAPPA attendees. The following comments have been received by MAPPA partners:

- *"I think (the MAPPA PCs) activity/actions in the case were invaluable. This would usually be something PPU would do with Cat 1s, but prior to the OM PC role would not have been available for Cat 2/3"*
- *"I found (the MAPPA PC) to be very communicative and 'on the ball'... did quite a lot to accommodate his various needs... he proactively engaged with the pre-release team and had acted to request call monitoring to response to X stating that he would not comply with aspects of his SPO/ licence"*

DWP and MAPPA

Over the last year, Norfolk MAPPA has seen significant improvements in the working relationship with Department for Work and Pensions (DWP) colleagues. Having identified a long-standing gap in information sharing, the local DWP MAPPA Lead and the MAPPA Manager have worked to improve communications and joint working.

DWP attendance at MAPPA meetings now regularly sits at 100% for both Level 2s and 3s and work continues to improve information sharing for Level 1 cases outside of MAPPA meetings. Agencies are already seeing the benefit of this close working relationship, and it has enhanced risk management plans for our managed individuals. The information provided by DWP has allowed us to identify new areas of risk and enhance safeguarding. It has also improved MAPPA offenders' access to Job Centre appointments upon release from prison, assisting with their return to the community and therefore reducing the risk of reoffending.

MAPPA attendees had the following comments to make regarding enhanced working relations with DWP:

- *"I've found the DWP quite helpful on MAPPA. Thinking to 'X' when DWP told us about his manipulative tactic to constantly ask for advances, he was given a £300 railcard but was using it to travel outside of its identified use. Sometimes their information creates context to the risk issues we think are emerging."*
- *"DWP attending MAPPA has been consistently good and positive and adds an extra layer to information gathering."*

All MAPPA reports from England and Wales are published online at:
www.gov.uk

