



Northumbria Area Annual Report 2024 to 2025



Introduction

PROTECTING PEOPLE IN NORTHUMBRIA FROM SEXUAL AND VIOLENT OFFENDERS

Welcome to the 2024-2025 Annual Report on Northumbria's Multi-Agency Public Protection Arrangements (MAPPA).

MAPPA continues to provide a framework for managing the risks to the public presented by sexual and violent offenders.

The number of sexual and violent crimes committed represent a small proportion of the total recorded crime in Northumbria, but for the victims and their families they inevitably cause a great deal of fear and concern.

It is with this in mind that protecting the public from offenders who carry out these crimes, and meeting the needs of the victims, remain high priorities in Northumbria for the Police, Probation and Prison Services.

Public Protection continues to receive high profile coverage nationally and remains a challenging issue for Northumbria MAPPA. We accept that the public expect us to do everything within our powers to reduce the risks presented by sexual and violent offenders, whilst at the same time recognising that we must make the most efficient use of our finite resources.

By embracing joint working with MAPPA, we can communicate more effectively, reduce duplication and ensure a strong corporate response. No single agency can tackle these challenges alone and it is vitally important that agencies continue to support and inform the MAPPA process. This way, together, we believe we can offer the best protection for the public of Northumbria.

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	2117	926	0	3043
Level 2	5	2	18	25
Level 3	0	1	0	1
Total	2122	929	18	3069

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	31	36	98	165
Level 3	3	4	4	11
Total	34	40	102	176

Category 1 cautioned for breach of notification requirements	48
Category 1 convicted for breach of notification requirements	124

Category 1 who have had their life time notification revoked on application	2
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	187
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)	8
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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	6	15	17	38
Level 3	0	0	0	0
Total	6	15	17	38

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	156
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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

MOSOVO - Police

Operating Model & Efficiency Improvements

Recent changes to the MOSOVO operating model have initiated a period of embedding, with a focus on improving efficiency and effectiveness. Collaboration with key partners, particularly probation services, has enhanced processes such as RMP completion. Staff have benefited from targeted training and CPD opportunities to support these changes.

Strategic Management Board (SMB)

A new SMB chair has reinvigorated board attendance and focus, aiming to drive timely and effective progression of key matters.

HMICFRS Inspection

Northumbria Police received an overall grading of 'adequate' for managing offenders and suspects in the early 2025 HMICFRS inspection. While MOSOVO was part of a broader assessment including POLIT and named suspects across the force, the narrative specific to MOSOVO was largely positive. One highlighted issue—supervisor-to-offender ratios—was swiftly addressed through team realignment.

Continuous Professional Development (CPD)

All MAPPA-involved staff remain up to date with legislation and best practice. A structured CPD programme is in place, with bespoke MOSOVO sessions delivered in May 2025. The next safeguarding CPD event is scheduled for 12–13 February 2026.

Performance Management & Resilience

Operational changes have brought renewed focus on performance management, particularly addressing visit backlogs. MOSOVO management continues to prioritise this area, with ongoing reviews of departmental resilience to ensure public protection remains robust.

National Probation Service

It has been another busy year for Northumbria MAPPA, and again we have experienced a number of changes in relation to processes, legislation and resources across the area, which has meant that all agencies have needed to adapt to new ways of working. These changes include the early release of a percentage of the prison population, alongside the reduction in Probation supervision for those with community based sentences. With increasing demands and resourcing pressures, these have been particularly challenging times, during which the reliance upon agencies to continue working together has been essential. Despite such difficulties, agencies have continued to show resilience and dedication, ensuring that collaboration and joint working remain at the heart of our approach.

On behalf of the Probation Service Public Protection team, we would like to take this opportunity to offer our sincere gratitude to the Responsible Authority and Duty to Cooperate Agencies, who have remained invested throughout, ensuring MAPPA operations continue to work effectively across the area. We also recognise the continued positive involvement and committed approach of our two Lay Advisers, whose contributions have influenced and supported change and

improvement. This year, we have also welcomed a new SMB Chair to MAPPA from Northumbria, Police, who has shown commitment and dedication to strengthening the partnerships that are vital for the protection of the public.

The challenges we face in risk management are complex, and no single agency can address them alone. Looking to the year ahead, we will continue to deepen our collaborative efforts with partners from all relevant sectors, ensuring that the collective strengths of all agencies are utilised to keep our communities safe.

Ashleigh Stuart and Charlotte Marsh (Northumbria MAPPA Co-ordinators) and Melanie Carlton (Head of Public Protection)

Prison

HMP Durham Contribution to MAPPA – Annual Report 2024–2025

HMP Durham continues to play a pivotal role in supporting Multi-Agency Public Protection Arrangements (MAPPA), ensuring that individuals who pose a risk to the public are identified, assessed, and managed effectively throughout their custodial journey.

As a busy reception and resettlement prison, we manage a high volume and turnover of both sentenced and remand prisoners. A significant proportion of our MAPPA cases relate to individuals on remand, and we endeavour to make timely representations—often at short notice—to ensure risk is appropriately assessed and managed, even in the absence of a formal sentence. This proactive approach reflects our commitment to public protection and partnership working.

During 2024–2025, HMP Durham has responded to a number of national developments and pressures, including:

- The implementation of SDS40 and more recently FTR48, requiring agile and responsive offender management practices.
- The impact of national prison population pressures, which have necessitated flexible and innovative approaches to risk management and inter-agency coordination.
- Attendance at out-of-region MAPPA panels, ensuring continuity of risk oversight for individuals transferred or released outside the North East.

Our Offender Management Unit (OMU) continues to work closely with Probation, Police, and other statutory partners to:

- Identify MAPPA-eligible individuals at the earliest opportunity.
- Respond to MAPPA invites and requests quickly and effectively, recognising the importance of timely input to multi-agency decision-making.
- Share relevant information to support risk management and safeguarding.
- Contribute to Level 2 and Level 3 MAPPA meetings, both locally and nationally.
- Support staff development to ensure confident and informed engagement with MAPPA processes.

To further strengthen our contribution, we are preparing to implement MAPPA eLearning across appropriate prison staff, including Prison Offender Managers (POMs) and other key agencies. This initiative aims to enhance understanding of MAPPA processes, improve consistency in risk management, and support more effective multi-agency working.

Despite the challenges, HMP Durham remains committed to delivering high-quality offender management and contributing to safer outcomes for victims, communities, and individuals in our care.

Adult Social Care - NE ADASS Safeguarding Leads

We remain steadfast in our commitment to the MAPPA process, fully embracing our duty to collaborate. We recognize that many Local Authorities are experiencing an upsurge in the demand for attendance at MAPPA meetings across all levels. Meeting this demand poses a significant challenge, yet we understand the critical importance of the MAPPA process. Our focus remains on how we can best support those affected by the offenders managed within this framework.

North East North Cumbria Integrated Care Board Co Durham

ICB are undergoing significant changes in processes and awaiting a new structure which may reduce some staffing levels. However, ICB continues to be committed to supporting the MAPPA process. Co Durham, Safeguarding ICB team have recently had a presentation on MAPPA processes delivered to primary care in Co Durham via Sophie Townsend MAPPA coordinator. We have also circulated some MAPPA e learning to all relevant professionals www.mappa-elearning.co.uk and are encouraging staff to complete this. ICB safeguarding teams continue to attend MAPPA 3 and support with information gathering for initial MAPPA processes from primary care.

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

Probation
Service

