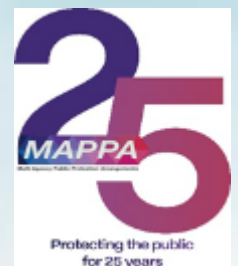


South Yorkshire Annual Report 2024 to 2025



Introduction



As the SMB chair, I am privileged to introduce the 2024/25 Annual Report of the South Yorkshire Strategic Management Board (SMB) Multi Agency Public Protection Arrangements (MAPPA).

MAPPA is a partnership between agencies to manage the risk presented by violent and dangerous offenders. The local MAPPA arrangements ensure that a framework is in place to manage those offenders who pose the highest risk of harm to our communities. Whilst MAPPA management cannot totally eradicate the risks posed by these offenders, the strong and embedded working practices between agencies, ensures that all practical measures are taken to manage the most dangerous offenders to keep the public safe.

The Police, Prison, and Probation Service work together to ensure that the risks posed by specified violent and sexual offenders are assessed and managed appropriately, in liaison with many other agencies who are integral to this work. All agencies working within MAPPA are represented on the SMB to protect the public in South Yorkshire. The co-located South Yorkshire MAPPA Unit, comprising Police and Probation staff, continues to ensure the consistent and professional delivery of high-risk offender management.

South Yorkshire Police, Prison and Probation remain committed to working with our partners to prevent crime and protect the public, and together we strive to keep our communities safe. This report provides an opportunity to demonstrate our commitment and for the wider public to gain a greater understanding and insight into the work undertaken by the public sector and partner agencies in working together to make South Yorkshire a safer place.

Hayley Barnett, Assistant Chief Constable South Yorkshire Police,
Chair of South Yorkshire MAPPA Strategic Management Board



As Probation Services, we are at the heart of protecting the public and reducing reoffending through our work within the Multi-Agency Public Protection Arrangements (MAPPA) and the structure that it provides. This annual report provides an overview of how agencies across our region have worked collaboratively over the past year to manage individuals who pose the greatest risk of harm to communities.

The role of probation is central to this partnership. We are often the first agency to engage with individuals upon release from custody or during their supervision in the community, and we remain a key point of contact throughout their journey. Our responsibilities include assessing risk, delivering supervision, supporting rehabilitation, and ensuring that robust controls are in place. By working closely with police, prisons, health, housing, and other partners, we help to create a framework that balances support with accountability.

Over the last year, we have faced challenges including increasing caseloads, changes in legislation, complex needs among those we supervise, and the continuing impact of wider social pressures. Despite this, probation practitioners have demonstrated resilience, professionalism, and commitment to public protection and safeguarding victims.

This report not only reflects the outcomes achieved through partnership working but also highlights the human effort behind them. It is a testament to the dedication of probation staff who manage risk on a daily basis, while supporting people to make positive changes and break the cycle of offending, and that of the MAPPA Team and partnership staff who work with Probation to achieve the results outlined in this report.

Rebecca Campbell, Head of Sheffield Probation Delivery Unit,
His Majesty's Prison & Probation Service



HMP YOI Moorland is a resettlement prison serving Yorkshire and the Humber. As a partnership we are committed to the sharing of information to appropriately assess and manage those individuals who pose the greatest risk of harm to our communities.

We continue to focus on ensuring the effectiveness of MAPPA, including the use of the Violent and Sexual Offenders Register (VISOR) as the database that supports MAPPA work. We promote the use of our online MAPPA forum to engage our prison colleagues to ensure they remain positioned with the latest information, processes, and guidance.

Public Protection underpins our daily work through positive interactions, robust monitoring systems, individualised intervention, and a plethora of resettlement activities.

Our Senior Probation Officers represent South Yorkshire Prisons at the Strategic Management Board. The SMB recognises the importance of close collaboration between agencies, providing input, oversight, and coordination to shape outputs that keep our communities as safe as they can be.

Simon McDonnell, Governor, HMP/YOI
His Majesty's Prison and 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 of 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 extends 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	1880	810	-	2690
Level 2	1	0	3	4
Level 3	0	0	1	1
Total	1881	810	4	2695

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	24	24	70
Level 3	3	1	2	6
Total	25	25	26	76

Category 1 cautioned for breach of notification requirements	0
Category 1 convicted for breach of notification requirements	27

Category 1 who have had their life time notification revoked on application	6
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	160
SHPO with foreign travel restriction	0
Notification Order	2

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	1
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Level 2 and 3 individuals returned to custody

Returned to custody for breach of licence	Category 1: Subject to notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	2	1	2	5
Level 3	0	0	1	1
Total	2	1	3	6

Breach of SHPO	
Level 2	0
Level 3	0
Total	0

Total number of individuals subject to sex offender notification requirements per 100,000 population	148
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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.

South Yorkshire Local Plan



During the reporting period, local MAPPA in South Yorkshire has facilitated strong engagement with external partners. MAPPA 25 training events have included Mental Health Services and their specialist

teams, the Department for Work and Pensions, Adult Social Care, Probation practitioners, Safer Neighbourhood Policing teams and voluntary community organisations. By strengthening these collaborative links, MAPPA has ensured that the management of individuals who present potential risks is supported by a comprehensive multi agency response. This joint approach has not only enhanced the safeguarding of the public, but has also improved access to appropriate care pathways for individuals, prompted more consistent risk management practices and reinforced the collective resilience of local safeguarding networks.

Below are extracts from agency representatives involved in the management of offenders and their experience of MAPPA in South Yorkshire throughout the last 12 months:-

Probation Practitioner

I managed a person on probation who was assessed as posing a very high risk of harm to a known adult. Following a referral to MAPPA, I gained a significant amount of information from other agencies about the ongoing risk the offender posed to females. My main concern was about the victim of the index offence; however, it transpired that he had exhibited controlling, coercive and violent behaviour, which had gone unreported for over 30 years.

Discussing this case at MAPPA meetings has been extremely beneficial in managing the case. Hearing information from those professionals working with the victims meant

that we could put specific measures in place to manage his risk and consider this when determining licence conditions. Reviewing the risk management plan in meetings provided me with reassurance that this was as robust as it could be. The relationship between all agencies has been excellent, and it enabled discussions to take place outside of the formal meetings, meaning all information linked to risk was quickly shared, which was vital in ongoing risk management.

Youth Justice Practitioner

Having limited experience with the MAPPA process and the necessary thresholds for its implementation, I was afforded the opportunity to meet with MAPPA chairs for a consultation prior to completing a referral. The process was explained in detail by the chairs, and it was agreed that my case did in fact meet the threshold to be discussed at MAPPA.

From the onset, the referral process enabled me to really drill down into what the perceived risks were, what has already been done to address the risks, by whom and what the outcome of each action was.

Hospital Social Worker

I am a Social Worker within a Mental Health Hospital and I submitted a referral to MAPPA.

The patient had an extensive history of sexual offences dating back from the age of 11 years involving contact and non-contact offences against children whilst living in the USA.

Throughout his detention in hospital in the UK, there was a plan for the individual to gradually access the internet, gaming consoles, smart phone and also to assess him on unescorted leave. However, it did not take him long to breach these conditions and

significant concerns were raised throughout Mappa meetings.

The collaboration with MAPPA aided the current team, in liaison with the Police, to seek a Sexual Harm Prevention Order, and this was done based on the ongoing risks. MAPPA demonstrated good insight and awareness of the individual, which additionally aided over time. When faced with new responsible clinicians MAPPA played a supportive role with sharing concerns regarding public safety.

The MAPPA team were able to recognise our concerns and supported us to obtain the legal monitoring process to aid safety.

It is felt that MAPPA demonstrated effective communication, were supportive, and displayed knowledge and insight into the individual's risk. They have assisted with this case, and I now realise I can reach out to them for any support we may need to safeguard the public.

Police Officer

The key thing with most MAPPA meetings, is once you meet someone in this environment it preserves the working relationship on a longer term basis. So for instance now, I know who the local accommodation advisor is and he has been a key contact for me for other prison leavers.

With regards the meetings I attended, one of the school safeguarding contacts passed on information about a new relationship. This information would not have been shared in any other capacity and it gave the Police another line of enquiry as the offender was wanted at the time. Also, the aforementioned council housing contact provided access to the offender's temporary accommodation. This access resulted in a home visit which provided key evidence for the latest offence of breach of a Stalking Protection Order.



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www.gov.uk

