

Suffolk Annual Report 2024 to 2025



Introduction

Welcome to the annual report for Suffolk MAPPA 2024-2025

Looking back over the past 12 months of the Suffolk MAPPA forum provides partners an opportunity to reflect on the successes and challenges. In a year that marks 25 years since legislation required multi-agency co-operation in the management of violent and sexual offenders, we can reflect further on the journey that MAPPA has had in Suffolk.

Assistant Chief Constable Alice Scott Suffolk Constabulary, Chair, Strategic Management Board: The MAPPA partnership in Suffolk continues to demonstrate strength, adaptability, and a shared commitment to public protection, even as we navigate a landscape shaped by evolving national priorities and increasing complexity in offender management. This year, as we mark 25 years since the introduction of statutory multi-agency arrangements, we reflect not only on our progress but also on the resilience and professionalism of our local partnerships.

Over the past 12 months, Suffolk MAPPA has responded to a range of operational challenges, including high-risk prison releases and the management of increasingly complex cases. These have required swift, coordinated action across agencies, working together to ensure that safeguarding remains at the heart of our approach.

The Strategic Management Board has continued to evolve, strengthening its membership and oversight, making meaningful progress against our shared priorities. We have seen improvements in training, performance, and engagement across all levels of MAPPA, and the contributions from our partners, highlighted throughout this report demonstrate the value of the collaborative model.

While there is always more to do, I remain confident in the dedication and capability of all those involved in MAPPA across Suffolk. I would like to thank our partners for their continued commitment and professionalism. Together, we look forward to building on our collective response to managing risk and protecting our communities.

Celebrating 25 years of multi agency working to protect our community.

This year, our report will look to share reflections and views from our community partners around the impact MAPPA can have on public protection.

Tam Burgess, Detective Superintendent, Suffolk Constabulary continues to value the structure and accountability that MAPPA brings to multi-agency public protection. Over the past year, MAPPA has enabled swift coordination in response to high-risk prison releases, ensuring safeguarding intelligence is shared and robust plans are implemented. The ability to escalate complex cases and

involve the right partners at the right time has been critical. Notably, MAPPA has supported the successful application of civil orders in cases where initial concerns were identified, enhancing our ability to protect the public. The intelligence shared through MAPPA meetings has been invaluable—revealing undisclosed employment, safeguarding concerns, and previously unknown risks to

children. These successes reflect the strength of our partnerships and our shared commitment to public safety.

Henry Griffiths, Suffolk Probations relationship and work with MAPPA is continuing to grow and improve. We have seen some real progress in collaboration with key partners to try and address complex cases and our relationships with these key partnerships is maturing. This has been helped by MAPPA and the work of the MAPPA team who ensure issues are managed well and resolved. We have seen excellent work going on around our early release programmes including Recall48, improvements in our Mappa L1 performance and continued training and development of our staff in how they engage with MAPPA. Escalation routes have been improved with our partners and we have added some key partners to our SMB but also at L2 and L3 meetings.

Dan Wilson, Deputy Head of Service, Suffolk Youth Justice maintains a strong and effective partnership with MAPPA. Practitioners benefit greatly from informal consultations available with the MAPPA coordinator. These consultations provide an invaluable space for staff to reflect on risk management strategies and public protection, enhancing practice. The MAPPA coordinator has delivered briefings across the three local Youth Justice Teams, ensuring all staff are well-informed about MAPPA procedures and expectations. Additionally, the coordinator has chaired and supported professional meetings that operate outside formal MAPPA arrangements, ensuring joined up and coordinated responses among agencies.

Nichola Bennett, Interim Head of Safeguarding, Adult Social Care's dedication to supporting MAPPA remains unwavering, and we are excited to continue our partnership.

Over the past year, our growing forensic team has consistently attended MAPPA meetings, ensuring that we can meet the needs of individuals leaving prison with a comprehensive multi-agency approach. This commitment reflects our dedication to learning, improving, and actively welcoming

feedback from our MAPPA colleagues. We value the opportunity to enhance our practices and are always open to suggestions for improvement.

One significant development this year was our reflection on how we record MAPPA decisions within our Adult Social Care recording system. This reflection led to the creation of a MAPPA guidance document for ASC staff (to be completed by January 2026), which aims to build the skills and confidence of our practitioners in supporting MAPPA and the individuals who we support. We are grateful for the ongoing support from our MAPPA colleagues as we continue to develop.

We look forward to our continued collaboration and the positive impact we can achieve together.

Alli Hassey, Head of Safeguarding, Children and Young People's Services (CYPS) has greatly benefited from a strong relationship with MAPPA over the past year. The collaboration has been particularly essential when addressing serious youth violence, involving children who are both victims and perpetrators. By coming together through MAPPA processes, we can consider actions that takes in the perspectives of various agencies, ensuring that all involved are safeguarded.

We look forward to working closely with MAPPA over the next year, strengthening relationships, developing systems and processes, and together learning from audits and case reviews.

Arthur Charvonia, Chair of Suffolk Housing Board, I'm excited to have joined Suffolk SMB. The core membership from housing colleagues on MAPPA panels will look to strengthen our partnership working and support the protection of our communities.

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 do 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	1008	164	-	1172
Level 2	5	3	5	13
Level 3	0	1	0	1
Total	1013	168	5	1186

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	13	16	34	63
Level 3	0	1	7	8
Total	13	17	41	71

Category 1 cautioned for breach of notification requirements	7
Category 1 convicted for breach of notification requirements	18

Category 1 who have had their life time notification revoked on application	5
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	127
SHPO with foreign travel restriction	0
Notification Order	3

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	0	4	8	12
Level 3	0	0	3	3
Total	0	4	11	15

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	143
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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.

MAPPA development

Suffolk MAPPA duty to cooperate agency involvement

Focus: Department of Work and Pensions (DWP)

Suffolk SMB Business Plan continues to include the priority to Improve quality MAPPA. Ensuring there are strong relationships and attendance at MAPPA meetings supports best outcomes for the individual and protects our community. In the past 12 months DWP's involvement with Suffolk MAPPA has gone from strength to strength

Julia Nix OBE DL, Service Leader, Norfolk and Suffolk, Department of Work and Pensions: Over the past year the Department for Work and Pensions (DWP) has demonstrated a solid commitment to the end to end process through enhanced engagement with our Suffolk MAPPA partners to support and contribute to the collective response to MAPPA risk management of nominals in the community.

By ensuring, within our capacity, we apply professional curiosity and scrutiny to share reasonable and appropriate information with our partner organisations in a timely manner, we ensure relevant colleagues are aware of individuals' circumstances. This enables individuals to access relevant DWP services, such as benefits, employment opportunities and training, whilst ensuring risk considerations have been undertaken in the wider context of a nominal's journey of community reintegration and victim risk management.

The success of this is much in part due to our evolving open dialogue, enhanced internal team awareness, regular case reviews and formal attendance at MAPPA Meetings.

Agencies views on how DWP has improved MAPPA:

The integration of specialist DWP colleagues into Suffolk MAPPA has significantly enhanced our ability to manage risk and support rehabilitation. Their involvement has helped individuals access appropriate benefits and employment support, reducing the likelihood of destabilising sanctions and improving compliance. DWP's intelligence sharing—both directly and through structured MAPPA meetings—has provided critical insights into breaches of civil orders,

safeguarding concerns, and employment disclosures. This collaboration has strengthened risk management across agencies and contributed to more informed decision-making. The partnership with DWP exemplifies how multi-agency working can deliver better outcomes for individuals and communities alike.

D' Supt Burgess, Suffolk Police

Consistent collaboration creates impact—having DWP in MAPPA meetings transforms *information sharing and strengthens risk management*.

Charlotte Healey, Probation Practitioner, Suffolk Probation

Having a representative from the Department of Work and Pensions available at multi agency meetings has provided invaluable information as to the current financial situation of the people we work with and the opportunity for Probation Practitioners to request additional information. In addition to this, it has assisted with supporting pre release cases to access benefits, which if this is processed before release, can significantly reduce risk.

Lucy King, Probation Practitioner, Suffolk Probation

DWP and Suffolk MAPPA have been building on existing partnership relationships. The energy and drive to continue to develop the DWP contribution to MAPPA is clear and evidenced through regular contact and engagement in network learning events. Operationally DWP's contributions in MAPPA meetings and the risk management of

MAPPA nominals has strengthened the protection of our community.

Pippa Hilton, Suffolk MAPPA Coordinator

Training with Suffolk MAPPA

Suffolk MAPPA continues to deliver local and regional training and awareness briefings. If you are interested in attending any of these events please contact

eoeps.suffolk.mappa@justice.gov.uk

How has your liaison been with Suffolk MAPPA?

Suffolk MAPPA would be really interested to hear your feedback on how we can continue to develop partnership working to manage risk.

If you are interested in any training or awareness events please contact Suffolk MAPPA

eoeps.suffolk.mappa@justice.gov.uk

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Probation
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