

West Midlands Annual Report 2024 to 2025



Introduction

We are pleased to introduce the 2024-2025 Multi Agency Public Protection Arrangements (MAPPA) Annual Report. On behalf of the Strategic Management Board (SMB) of the West Midlands area. We hope that it gives some useful information about the volume of work undertaken to protect the community that we serve by working together to share information and discharge our statutory duties.

MAPPA remains a statutory function, and its key aim is to ensure the protection of the public by ensuring robust assessment and management is in place for those individuals in our communities who have committed serious violent, sexual or terrorist offences and present the potential for future harm.

Our SMB: The West Midlands SMB meets quarterly to oversee the delivery of MAPPA in the area, compliance with the National MAPPA Guidance and that best practice principles of partnership working in protecting the public are adhered to. The membership of the SMB consists of senior strategic leaders all dedicated to utilising available resources to provide effective risk management solutions. The work of the SMB is supported by our Lay Advisors who provide a vital role in assuring quality and providing critical feedback, allowing us to continually improve. Our SMB benefits from four dedicated, experienced MAPPA Coordinators who consistently strive for excellence and bring together partner agencies in the most effective of working relationships. The SMB is indebted to the coordinators for their knowledge and continued commitment to protecting the public.

Reflections from 2024-2025: The last 12 months has again shown an increase in the number of cases coming to panel. It is recognised that the Probation Service has prioritised timely MAPPA screening and referrals. Completion rates and timeliness of screenings has consistently improved in the last year. Each screening is quality assured by our MAPPA Coordinators and the SMB has confidence that the correct cases are

being discussed at the appropriate frequency. Similarly, Police have ensured very quick turnaround on information sharing to ensure panels are listed at the most appropriate time.

The challenges around prison capacity are continuing. New policy and legislative changes have resulted in increased pressure on all community services and may account for some instances of emergency panels. Probation, Police, MAPPA Coordinators and other partners have shown expertise and dedication in working together to routinely plan for releases into the community. There has been evidence of good practice of actively, and creatively, managing cases in custody ensuring suitable risk management plans are prepared in advance of release. MAPPA administrative colleagues have been central to coordinating timely responses to release and expediting panels when risk increases. Without the hard work of our administrative colleagues our work would not be possible.

Specific training has been undertaken with Counter Terrorism Policing for chairing and presenting at Category 4 panels. And there is greater oversight from the SMB regarding these complex cases.

Our Key Priorities for 2025 onwards: The SMB has finalised our Business Plan for the next two years. The plan is aligned to the national MAPPA strategy and focuses on increasing the awareness of MAPPA across all agencies and improving the quality of panels and partnership working. A dedicated training plan for all agencies is already rolled out and receiving positive feedback from attendees.

The SMB is developing a quality audit structure for the next two years. The first audit will focus on category 1 cases. The aim is to ensure cases are screened adequately, referred appropriately and that risk management plans use all available resources. Thank you in advance to all SMB members who have volunteered to participate in this review. The audit is aligned with learning reviews from duty to cooperate

authorities and we will take an SMB wide approach to any learning outcomes.

The Business plan is set to undertake specific work on those who pose a domestic abuse risk, and we will further the work already undertaken to ensure appropriate cases are referred into Category 3 management. A key priority area will be ensuring that panels recognise violence extremism, and the SMB is actively involved in how agencies can best share information in such cases and, where appropriate, implement robust risk management plans.

On behalf of the SMB, we would like to thank all those who have contributed to the work of MAPPA in the last year. The professional curiosity of front line teams has continued to impress us, as has the creative ways agencies have used limited resources to ensure public protection. We have seen excellent examples of recognising the impact of crime on communities and some excellent examples of victim safety planning.

Amy Thornton

SMB Chair and Head of National Security
Division Midlands

Tony Hopkins

SMB Chair and Head of Public Protection,
West Midlands Police

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	3483	1636	0	5119
Level 2	14	15	32	61
Level 3	1	2	0	3
Total	3498	1653	32	5183

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	59	91	78	228
Level 3	7	4	2	13
Total	66	95	80	241

Category 1 cautioned for breach of notification requirements	8
Category 1 convicted for breach of notification requirements	40

Category 1 who have had their life time notification revoked on application	71
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Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	391
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)	3
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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	19	34	17	70
Level 3	2	1	0	3
Total	21	35	17	73

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	132
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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

Youth Justice Service

I attend the MAPPA SMB meetings to represent Youth Justice organisations throughout the Midlands. Any issues related to MAPPA are shared at Head of Service meetings, and are then passed to me to raise, query and seek to resolve. Whilst there are relatively few MAPPA level 2 and 3 meetings for children within our region, and these are well attended, I will feed back to Heads of Service as needed and seek to support colleagues' understanding of the need to have a voice at MAPPA as a Duty to Cooperate agency, and have Youth Justice voices heard in multi-agency panels focused on managing risk. I seek to represent the ethos of 'Child First, Offender Second' as per the Youth Justice Board's values and bring the voices of children /Youth Justice specific suggestions to the SMB for appropriate oversight in this critical area of work.

Abi Jones

Team Manager, Coventry Youth Justice Service, Coventry City Council

have always felt that my contributions have been encouraged and valued.

Over this past 12 months, the national MAPPA Team have re-commenced opportunities for lay advisors across the country to come together to share experiences and review good practice from all areas. This is a positive development in enhancing the role and increasing learning and confidence in this voluntary role.

Paul Wright

Lay Advisor, MAPPA West Midlands

Lay Advisor

I was appointed as a Lay Advisor by the Secretary of State in the Ministry of Justice in May 2023 – this is a voluntary role and involves providing independent scrutiny and reviewing the effectiveness of MAPPA in safeguarding the public in the West Midlands area.

In undertaking this role, I attend the region's Strategic Management Board, which oversees the MAPPA arrangements in the area, as well as attending panel meetings where individual cases are discussed. In all of the meetings I have attended, I have found that discussions are fair and inclusive, ensuring all views are taken onboard and decisions arrived at are supportive of maintaining public safety. I continue to be impressed by the commitment of all agencies involved in this complex area of work and

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Probation
Service

