



# Annual Report 2023-24



# Intro

The Annual Report offers an opportunity for Essex MAPPA to demonstrate our accountability to our community for the management of violent and sexual offenders. It sets out statistics showing the number of offenders managed under MAPPA by category and level. It also sets out how the three Responsible Agencies (Police, Prison and Probation) have fulfilled their statutory duties under MAPPA and worked with other agencies and bodies to protect the public and manage the risk and is evidence of the commitment we have to making Essex a safe place to live and work.

Sexual and violent crimes committed in Essex cause a great deal of fear, distress and harm for victims and survivors. It is for this reason that protecting the public from the harmful behaviours perpetrated by the people that commit these crimes and meeting the needs of those who live with the consequences, remains the highest priority for HM Prison and Probation Service and Essex Police.

They work alongside partners who are responsible for providing interventions and safeguarding arrangements for children and adults. Together they identify MAPPA nominals, share information about them, identifying risks and put Multi-Agency actions in place to mitigate their risks. It is never possible to eliminate risk, however, what can be expected is that all reasonable steps have been taken to reduce the risk of serious harm to the public from known offenders.

MAPPA responds to local and national emerging issues by being part of the local panels where decisions are made around how to use resources to support the best ways to keep Essex people safe.

One of the most important partners in public protection are members of the Essex community. We want to thank you for the part you have continued to play in protecting vulnerable people in our community by reporting any concerns and we will act promptly and appropriately to ensure that the most vulnerable are protected.

If you have a concern about a child or adult that may be at risk of harm, you can make a safeguarding referral to children and adults social services. Under Clare's Law (domestic abuse) and Sarah's Law also known as CSODS (Child Sex Offender Disclosure Scheme) you have the right to ask police if someone poses a risk to children or adults. Don't hesitate to ring 101 if you have any concerns, or 999 in an emergency. You can access non-urgent services online.

If you think that someone you know is vulnerable to being radicalised or holds extreme views and may harm others, please report online or in confidence on 0800 789 321 or by ringing 999 in an emergency.

If you have been affected by Domestic Abuse, there are services who can help. Access their details through [www.setdab.org](http://www.setdab.org) or by ringing 999 in an emergency.

Essex MAPPA continues to learn lessons, work closely with partners and review our processes to ensure that keeping you safe is at the heart of what we do.

**Lucy Morris**  
**Assistant Chief Constable**  
**Essex Police**

**David Messam (MAPPA Lead)**  
**Head of North Essex Probation Delivery Unit**  
**National Probation Service**

**Garry Newnes**  
**Prison Governor**  
**HMP Chelmsford**



# What is MAPPA?

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## 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 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).

## How MAPPA works

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](http://www.gov.uk)

# MAPPA Statistics

## MAPPA-eligible individuals on 31 March 2024

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	<u>1976</u>	<u>517</u>	<u>-</u>	<u>2493</u>
Level 2	<u>3</u>	<u>4</u>	<u>14</u>	<u>21</u>
Level 3	<u>1</u>	<u>0</u>	<u>0</u>	<u>1</u>
Total	<u>1980</u>	<u>521</u>	<u>14</u>	<u>2515</u>

## 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	<u>35</u>	<u>46</u>	<u>71</u>	<u>152</u>
Level 3	<u>3</u>	<u>0</u>	<u>8</u>	<u>11</u>
Total	<u>38</u>	<u>46</u>	<u>79</u>	<u>163</u>

Category 1 cautioned or convicted for breach of notification requirements	<u>16</u>
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Category 1 who have had their life time notification revoked on application	<u>0</u>
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## Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	<u>265</u>
SHPO with foreign travel restriction	<u>0</u>
Notification Order	<u>5</u>

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	<u>3</u>
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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	<u>11</u>	<u>19</u>	<u>14</u>	<u>44</u>

Level 3	<u>3</u>	<u>0</u>	<u>2</u>	<u>5</u>
Total	<u>14</u>	<u>19</u>	<u>16</u>	<u>49</u>

Breach of SHPO		
Level 2		<u>2</u>
Level 3		<u>0</u>
Total		<u>2</u>

Total number of individuals subject to sex offender notification requirements per 100,000 population	<u>119</u>
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This figure has been calculated using the mid-2022 estimated resident population, published by the Office for National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.

Consistent with previous publications, this figure should be based on mid-2023 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2023 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2023 estimates.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2024 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2023 to 31 March 2024.

**(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 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 Offending Team 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 replaced Sexual Offence Prevention Orders 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 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 juveniles.

# Local page

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*Essex Police has continued to invest within the MAPPA, process, embedding three officers into MAPPA, to specifically support with domestic abuse safeguarding. Essex has ensured a joint up approach with MAPPA, by allocating expert teams to each MAPPA meeting, dependant on the offence type. This includes dedicated domestic abuse (Domestic Abuse Problem Solving Team – DAPST) and gang teams (Serious Violence Unit – SVU), as well as Management of Sexual Offenders and Violent Offenders Teams -(MOSOVO) supporting the MAPPA process, to ensure the most effective partnership and risk management is in place. Further work is ongoing within the Essex Police Mental Health Team, to incorporate them into the MAPPA process, to provide their expertise where the nominal’s offending is linked to their Mental Health. By incorporating these dedicated teams, allows the opportunity to develop the most effective tactical plans, to mitigate the wider risk to the victim, the nominal and the wider public. This ensures Essex Police is meeting its mandate to protect the most vulnerable, including reducing violence against women and girls.*

*The MOSOVO teams, are undergoing a period of transition, following a recent HIMCFRS Inspection, which highlighted some areas for development. This ensures MOSOVO work even closer with their partners within the probation service, to ensure an effective joint management of offenders. This is being supported through the refreshing of the Strategic Management Board (SMB), MOU, which ensures all responsible authorities (RA), and duty to corporate agencies (DTC), are contributing and supporting the MAPPA process.*

*MOSOVO has continued to have a tight governance structure and oversight, at the most senior level, to ensure they are delivering on their requirements to keep people safe. Opportunities around technology continue to be explored, to ensure that MOSOVO have the ability to swiftly identify and apprehend offenders as technology continues to evolve. Essex MOSOVO continues to*

*look at innovative solutions around risk management and offending, including being the first force in the country to obtain a charge for the new cyber flashing legislation, and having a dedicated Orders team, that look at tactics for disrupting offending, including obtaining civil and criminal orders both pre and post conviction.*

**James Gray**  
**Detective Chief Inspector Essex Police**

*Since the previous MAPPA Annual Report Essex MAPPA have recruited an additional MAPPA Co-ordinator following recognition of the increasing local demands and MAPPA caseload. The Strategic Management Board has been revamped and hold regular meetings in addition to Compliance and Audit and Performance subgroups.*

*Essex MAPPA continues to deliver training to Responsible Authorities and Duty to Cooperate agencies and are undertaking regular audits of cases to focus on areas of good practice and areas of development.*

*We are committed to ensuring the public and victims are safeguarded from violent and sexual offending. Essex MAPPA Level 3 was used as a forum to discuss the risks of a serious violent prisoner who had unaddressed treatment needs and had been imminently due for release from custody. Through a multi-agency approach a successful application was made to obtain the Power to Detain, meaning that the case remained in custody and the prospect of future release during the sentence period will be overseen by the Parole Board.*

**Mark Sadler**  
**Essex MAPPA Co-ordinator**

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