



# Gloucestershire 2018-2019

# Annual Report



# Intro

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I am pleased to introduce my first annual report as MAPPA Strategic Management Board (SMB) Chair for Gloucestershire, having taken over from Helen Ryder in January 2019.

MAPPA is the process through which the Police, National Probation Service and Prison Service, known collectively as the Responsible Authority, work together with other agencies to manage the risks posed by violent and sexual offenders. MAPPA is not a statutory body, but a mechanism through which agencies can better discharge their statutory responsibilities and protect the public in a co-ordinated manner.

The purpose of this report is to provide information about the work of MAPPA in Gloucestershire and offer reassurance to the public that appropriate processes are in place to collaboratively manage the most complex cases in our communities. We do not report on individual cases nor comment on the specific actions of individual agencies, but we do aim to provide a flavour of the work carried out locally under the MAPPA framework.

MAPPA in Gloucestershire is overseen by the SMB, which includes senior representatives from Gloucestershire Constabulary, Her Majesty's Prison Service and the National Probation Service (the Responsible Authority), as well as Adult Safeguarding, Adult Social Care, Children's Social Care, the Department for Work & Pensions, Gloucester City Homes, the Local Authority Housing Department, the Office of the Police & Crime Commissioner, the Youth Offending Service and 2gether NHS Foundation Trust (representing all of Health) (the Duty to Cooperate Agencies). The Board is completed by our MAPPA Coordinator and two Lay Advisors.

The role of the SMB is to manage the quality and effectiveness of MAPPA locally, ensuring that each of the agencies involved discharge their duties to protect the public under the MAPPA framework. The aims of the SMB in Gloucestershire remain unchanged from previous years.

They are:

- To ensure that victims remain at the centre of local MAPPA arrangements
- To maintain effective multi-agency arrangements to manage the risks posed by sexual and violent offenders
- To ensure that information is shared in order that the public are protected

- To make improvements where weaknesses are identified
- To ensure that local MAPPA arrangements are transparent and accountable

The delivery of these aims requires commitment from partners at both strategic and operational level. Since my arrival as MAPPA Chair, I have witnessed close working relationships across a range of agencies in Gloucestershire which has created a culture where challenge is welcome and continuous improvement is monitored. As Chair of the SMB I am keen to develop our practice and review local processes, ensuring that we seek opportunities to review our practice particularly where areas for improvement have been identified.

In December 2018 our Lay Advisors, John Henry and Sue Haile left their positions after a 7 year appointment. I would like to take this opportunity to thank both John and Sue for their hard work and support for Gloucestershire MAPPA arrangements over the past 7 years. Their contributions have been much appreciated and I wish them well in the future. We successfully recruited two new Lay Advisors in January 2019 and would like to welcome both Joey Bowden and Tim Dowan.

In May 2019 Tessa Broderick, MAPPA Coordinator for Gloucestershire left her position to take up a new role with the National Probation Service at HMP Long Lartin. Throughout her 3 years as MAPPA Coordinator, Tessa's hard work and dedication influenced the effective delivery of MAPPA arrangements across the county. Her enthusiasm and proactive approach provided the SMB with assurances that MAPPA processes were effective and working relationships amongst agencies improved. I would like to thank Tessa for the 3 years she contributed to MAPPA in Gloucestershire and I wish her well in the future.

Ruth Lumber, MAPPA Coordinator for Wiltshire has now taken on responsibility for the coordination of MAPPA in Gloucestershire in addition to Wiltshire whilst a more permanent solution is sought.

Finally, I'd like to take this opportunity to thank all of the partnership agencies for their contribution to MAPPA in Gloucestershire over the last year.

DCI Mark Power  
Gloucestershire Police Constabulary  
Chair of Gloucestershire MAPPA SMB

# 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 the most serious sexual and violent offenders (MAPPA-eligible offenders) 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, Jobcentre Plus and Local Housing and Education Authorities.

The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and DTC agencies.

Lay Advisers are members of the public appointed by the Minister with no links to the business of managing MAPPA offenders 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).

## How MAPPA works

MAPPA-eligible offenders 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 structured multi-agency management. In such cases there will be regular MAPPA meetings attended by relevant agency practitioners.

There are 3 categories of MAPPA-eligible offender:

- **Category 1** - registered sexual offenders;
- **Category 2** – mainly violent offenders sentenced to 12 months or more imprisonment or a hospital order; and
- **Category 3** – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm.

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 offender 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 offender.
- **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 offenders who pose a serious risk of harm to the public. The use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when high risk offenders move, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system for the first time, 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

<b>MAPPA-eligible offenders on 31 March 2019</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	531	167	-	698
Level 2	2	3	0	5
Level 3	1	0	1	2
Total	534	170	1	705

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	2	5	8	15
Level 3	0	0	2	2
Total	2	5	10	17

<b>RSOs cautioned or convicted for breach of notification requirements</b>	15
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<b>RSOs who have had their life time notification revoked on application</b>	4
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	36
SHPO with foreign travel restriction	0
NOs	0

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	2
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<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	0	2	1	3
Level 3	0	0	0	0
Total	0	2	1	3
<b>Breach of SOPO</b>				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	95
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This figure has been calculated using the Mid-2018 Population Estimates: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office for National Statistics, excluding those aged less than ten years of age.

# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

**(a) MAPPA-eligible offenders** – there are a number of offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences or they currently pose a risk of serious harm, although the majority are actually managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible offenders living in the community. They do not include those in prison or detained under the Mental Health Act.

**(b) Registered Sexual Offenders (RSOs)** – 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 offenders 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** – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration. These offenders are assessed and managed by the National Probation Service, Youth Offending Team or Mental Health Services.

**(d) Other Dangerous Offenders** – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPPA

meetings. These offenders are assessed and managed by whichever agency has the primary responsibility for them.

**(e) Breach of licence** – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

**(f) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction).** Sexual Harm Prevention Orders (SHPOs) and interim SHPOs replaced Sexual Offence Prevention Orders. They are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. They requires the offender 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 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 offender. In the case of an order made on a free standing application by a chief officer or the National Crime Agency (NCA), the chief officer/NCA must be able to show that the offender has acted in such a way since their conviction as to make 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.

**(g) Notification Order** – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court

for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

**(h) 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 or NCA 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.

A SRO may prohibit the person from doing anything described in it, including travel overseas. Any prohibition 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.

A 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 a 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 a SRO are now recorded on VISOR as a Potentially Dangerous Person (PDP).

**(i) Lifetime notification requirements revoked on application**

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place that allows qualifying sex offenders to apply for a review of their notification requirements. Persons do not come off the register automatically. Qualifying offenders 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 on the register 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. This applied from 1 September 2012 for adult offenders.



# Local page

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The 2018-2019 business year has had its challenges within Gloucestershire particularly around the change of personnel including SMB chair, Lay Advisors and the MAPPA Coordinator. Despite these changes, MAPPA arrangements have continued to be effective and the collaboration amongst partnership agencies has been maintained. This final page aims to provide an overview of the work undertaken in the last business year and provide some insight into plans of work for the following year.

December 2018 saw the end of a 7-year term for our Lay Advisors, John Henry and Sue Haile. The Criminal Justice Act 2003 requires the minister to appoint two Lay Advisors to each Responsible Authority (RA) area. Lay Advisors are voluntary public appointments and are unpaid. Their role is to monitor the effectiveness of MAPPA and to be consulted regarding any change made in order to bring about improvement. Lay Advisors act as "critical friends" in order to pose questions and challenge professionals. They routinely become involved in audits and observe level 2 and 3 meetings in order to monitor and evaluate the process.

John and Sue played an important role in the monitoring and evaluation of MAPPA processes in Gloucestershire, including assisting with audits. They played an active role in SMB meetings and managed to strike a helpful balance of supporting the board whilst challenging and holding us to account when necessary. I would like to take this opportunity to thank John and Sue for their help and support over the years.

The Lay Advisor recruitment process began towards the end of 2018 and there was an overwhelming response from a number of strong candidates. In January 2019 the two successful candidates were appointed by the Minister of State for Justice. The successful candidates were Joey Bowden and Tim Dowan. When asked about their motivations for applying for this post they responded:

Joey Bowden: "I applied for the role of Lay Adviser in Gloucestershire as a way to volunteer in the community, giving time to a worthy organisation who carry out challenging and sometimes distressing work but is vitally important to the community we are all a part of."

Tim Dowan: "The reason that I volunteered to become a MAPPA Lay Advisor is that if I didn't help to support those professionals that work hard to deal with difficult and complexity issues, then I shouldn't expect other people to deal with those issues. I guess the "if you are not part of the solution. you are part of the problem" adage resonates with me."

I look forward to working with both individuals in the future.

The past year has seen a change to the chairing model, whereby Senior Probation Officers are now responsible for chairing level 2 meetings where the National Probation Service (NPS) is the lead agency. This adds resilience to the MAPPA panel and provides wider operational expertise to NPS managed cases. I'd like to thank all of the panel chairs for their hard work over the last year.

Collaboration with partners is essential in ensuring the effective delivery of MAPPA arrangements. A particular highlight from the year was a joint NPS/MOSOVO CPD event was held in March 2018 at Skillzone, Tuffley (with thanks to Gloucestershire Fire Rescue Service). This development event aimed to increase awareness of the practices amongst the NPS and police to share knowledge and experience. The event was successful with good feedback and a further event is in the process of being arranged for the end of the year.

Another example of good collaboration is the changes to the MAPPA panel for level 2 cases which now requires attendance by Health and Adult Social Care to attend every meeting. Both Duty to Cooperate agencies have embraced these changes and have proved invaluable in providing expert knowledge in supporting the work of MAPPA in the formulation of effective risk management plans.

I joined Gloucestershire as interim cover for Tessa Broderick as MAPPA Coordinator in May 2019. I have been impressed by the good working relationships and effective processes in place since I have arrived. The panel members are experts in their fields and provide support and challenge when appropriate. I look forward to the upcoming year to develop MAPPA arrangements further within Gloucestershire.

Ruth Lumber  
MAPPA Coordinator Wiltshire and Gloucestershire.

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National  
Probation  
Service

