

Gloucestershire



Annual Report

Intro

In November 2023 I took on the role of Head of Service for Gloucestershire Probation and this was made a permanent appointment in June 2024. I received a handover from my long-established predecessor and was welcomed and supported by our existing MAPPA team. Gloucestershire's current Acting MAPPA Coordinator was also new to role at this time and so collectively the team has been undergoing a period of intensive learning and development. From the offset I was keen to ensure the continued legacy of strong MAPPA practice already long established in Gloucestershire, whilst aligning this to a set of 'keeping people safe priorities' we have now embedded as focal points for continued practice development within the PDU. Over the last 7 years I have worked in strategic, performance focused positions in both the public and private sectors and was therefore reassured to find an effective and cohesive performance focused approach within our local MAPPA framework.

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

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 all partner agencies at both strategic and operational levels.

Whilst Gloucestershire has long enjoyed a highly effective, collaborative, reflective and mutually responsive multi agency effort, we have continued to focus on areas where improvement might be made. Strategic and specialised contribution from key agencies remains an essential component of this work. To that end we have endeavoured to collaborate with and secure a more standardised attendance from the Home Office given the increasing numbers in this cohort and the complexity of their management. We now look forward to an increased level of engagement from Home Office colleagues which should add further value to relevant meetings and ensure leaner resource delivery and better value for the public purse.

Another area in which we have seen progression is in the development of positive working relationships with MAPPA teams in other Probation Delivery Units and indeed regions. Coordinated and comprehensive planning is required when MAPPA nominals move geographical areas, and we have worked hard to develop relationships with internal HMPPS colleagues and their partners in other areas to ensure collaborative and seamless transitions Finally, I would like to take the opportunity to thank our local MAPPA team for their ongoing efforts, and to all of our local contributory agency partners for their continued commitment, knowledge, diligence and support.

Nina Kane

Head of Gloucestershire Probation Delivery Unit

What is 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 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 multiagency 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 multiagency 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: <u>www.gov.uk</u>

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	719	169	-	888
Level 2	2	2	1	5
Level 3	0	0	1	1
Total	721	171	2	894

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	4	3	6	13
Level 3	1	0	1	2
Total	5	3	7	15

Category 1 cautioned or convicted for breach of notification requirements 6

Category 1 who have had their life time notification revoked on application 3

Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	90
SHPO with foreign travel restriction	0
Notification Order	1

Number of individuals who became subject to sex offender notification	0
requirements following a breach(es) of a Sexual Risk Order (SRO)	

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	1	4
Level 3	1	0	0	1
Total	3	1	1	5

Breach of SHPO	
Level 2	0
Level 3	0
Total	0

Total number of individuals subject to sex offender notification requirements	123
per 100,000 population	

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

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 terrorismrelated 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

Local SMB and MAPPA updates

I adopted the acting MAPPA coordinator post end of January 2024, to offer cover to our established coordinator Cath Bennett for a planned work break starting October 2023. I was very reassured that despite a 2 month gap in there being an active coordinator, our long established MAPPA administrator had continued to ensure that the operational frameworks, key performance indicators and logistical mechanisms were never disrupted.

I now look forward to welcoming Cath back and handing MAPPA responsibility back over from October this year.

Since the previous MAPPA Annual Report there has been a change to Gloucestershire's MAPPA SMB with the departure of our previous PDU Head, now welcoming Nina Kane as the new Head of Gloucestershire Probation and SMB Chair.

We were successful in recruiting a new Lay Adviser, Paul and would like to express our gratitude to him as an essential part of Gloucestershire MAPPA and independent arbiter for agency and process accountability. The Lay Adviser contributes to the monitoring and evaluation of the operation of MAPPA in their area.

Performance

Protecting the public from offenders who commit sexual and violent crimes and meeting the needs of victims remains our highest priority for Gloucestershire Police, the HM Probation Service and HM Prison Service.

Gloucestershire continues to demonstrate high performance against the MAPPA Key Performance Indicators (KPIs). This demonstrates solid co-operation from all the partner agencies. This enables effective communication which in turn allows for robust risk management. There have not been any MAPPA Serious Case Reviews this year. 100% of all level 2 cases were reviewed within the 16-week KPI and 100% of level 3 cases were reviewed within the 8-week KPI.

This is a testament to the hard work and dedication of our partner agencies for their continued commitment. These meetings ensure that effective information sharing is facilitated, risk is accurately assessed, and robust Risk Management Plans are developed. Meetings are audited twice a year to ensure that effective standards are maintained. This year saw further successful audits, with Gloucestershire's overall ratings confirmed as 'managed well'.

Business Plan

The 2023 – 2026 Business Plan is now live. Our objectives are focused on ensuring that the public and victims are better protected by agencies working together to assess and manage the risks posed by MAPPA Offenders.

We continue to review local and national practice to ensure that MAPPA develops in response to learning to ensure that a culture of continuous development prevails.

All MAPPA nominals will continue to be properly assessed and managed according to MAPPA guidance and active multi agency management will be applied to the most complex and risky cases.

Improvement

We had identified in early 2024 that Gloucestershire's growing cohort of domestic violence perpetrators was triggering heightened concern with regard to complexity and seriousness of risk. Not all however have MAPPA qualifying offences and so we saw an opportunity (and in accordance with MAPPA best practice guidance) to expand our scope for Category 3 inclusion. Local sentence management practice was therefore reviewed alongside MAPPA level setting data, to increase the number of pre-release conversations for custody cases and initial oversight conversations on new Orders. I also created a standardised check list incorporating 'the Category 3 question' and promoted its use to Senior Probation Officer colleagues as a more standardised approach. This enhanced focus has paid dividends, showing an increased trend in Category 3 Domestic Abuse MAPPA cases and subsequently an increased localised defensibility of the cohort. We are proud of this improvement and continue to promote the value of this approach as we move forward.

We had also identified an increasing trend in Stalking convictions locally. Gloucestershire now enjoys a specific multi agency Stalking Hub which reviews relevant cases and informs specialised assessment practice and resource allocations to victims. In conjunction with this initiative, we have a local Probation Practitioner who has now received specialised training in this area, and we have agreement for them to avail themselves within relevant MAPPA meetings for additionality of knowledge and guidance. More broadly we continue to maximise incorporation of the 'victim's voice' into meetings and also that of the subject of the meeting. We have increased the use of MAPPA pre meets between practitioners and the coordinator to explore these aspects and evaluate the benefits of sharing both areas of concern (where appropriate) and affirmation of improvement with the subjects of MAPPA meetings. We are now also exploring and consulting on user engagement approaches that might better evaluate these interactions to inform further improvements in this area.

Mark Wessex Acting MAPPA Coordinator

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