

# Gloucestershire Annual Report 2024 to 2025



# Introduction

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I am pleased to present the Gloucestershire Multi-Agency Public Protection Arrangements (MAPPA) Annual Report on behalf of the Strategic Management Board (SMB).

This report outlines the work undertaken across Gloucestershire to manage individuals who pose the highest risk to our communities. While we do not comment on individual cases or the specific actions of individual agencies, our aim is to provide transparency and assurance that robust, collaborative processes are in place to protect the public and support victims. We remain committed to evidencing our work and demonstrating accountability to the people of Gloucestershire.

MAPPA in Gloucestershire is overseen by the SMB, which comprises senior representatives from Gloucestershire Constabulary, His Majesty's Prison Service, and the Probation Service (the Responsible Authority). In addition, the Board includes representatives from Adult Safeguarding, Adult Social Care, Children's Social Care, the Department for Work and Pensions, Gloucestershire Strategic Housing Partnership, the Office of the Police and Crime Commissioner, the Youth Justice and Gloucestershire Health and Care NHS Foundation Trust (representing all Health services), as Duty to Cooperate agencies. The Board is completed by our MAPPA Coordinator.

The SMB is responsible for ensuring the quality and effectiveness of MAPPA arrangements locally. This includes overseeing how agencies discharge their statutory responsibilities under the MAPPA framework. Our priorities include:

- Placing victims at the heart of MAPPA arrangements

- Maintaining effective multi-agency risk management of sexual and violent offenders
- Promoting timely and appropriate information sharing to safeguard the public
- Identifying and addressing areas for improvement
- Ensuring transparency and accountability in local MAPPA practice

Delivering these priorities requires strong commitment and collaboration across both strategic and operational levels. Since taking up the role of Chair in November 2023, I have been encouraged by the strength of partnership working in Gloucestershire. Agencies continue to engage constructively, welcoming challenge and embracing continuous improvement.

Looking ahead, we remain focused on enhancing our local arrangements. This includes quality audits of Level 2 and Level 3 MAPPA meetings, and continued promotion of quality assurance processes for Level 1 cases managed by our partner agencies.

I would like to take this opportunity to thank all our partners for their professionalism, dedication, and contributions to MAPPA in Gloucestershire over the past year. Your commitment is vital to the ongoing protection of our communities.

## **Nina Kane**

Chair, Gloucestershire MAPPA Strategic Management Board

# What are 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 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](http://www.gov.uk)

# MAPPA Statistics

## MAPPA-eligible individuals on 31 March 2025

|         | Category 1:<br>Subject to sex<br>offender<br>notification<br>requirements | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total |
|---------|---------------------------------------------------------------------------|-------------------------------------|---------------------------------------------|-------|
| Level 1 | 767                                                                       | 177                                 | -                                           | 944   |
| Level 2 | 3                                                                         | 0                                   | 4                                           | 7     |
| Level 3 | 0                                                                         | 0                                   | 1                                           | 1     |
| Total   | 770                                                                       | 177                                 | 5                                           | 952   |

## MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

|         | Category 1:<br>Subject to sex<br>offender<br>notification<br>requirements | Category 2:<br>Violent<br>offenders | Category 3:<br>Other dangerous<br>offenders | Total |
|---------|---------------------------------------------------------------------------|-------------------------------------|---------------------------------------------|-------|
| Level 2 | 8                                                                         | 3                                   | 11                                          | 22    |
| Level 3 | 1                                                                         | 0                                   | 4                                           | 5     |
| Total   | 9                                                                         | 3                                   | 15                                          | 27    |

|                                                              |   |
|--------------------------------------------------------------|---|
| Category 1 cautioned for breach of notification requirements | 1 |
| Category 1 convicted for breach of notification requirements | 5 |

|                                                                             |   |
|-----------------------------------------------------------------------------|---|
| Category 1 who have had their life time notification revoked on application | 5 |
|-----------------------------------------------------------------------------|---|

## Restrictive orders for Category 1 offenders

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

|                                                                                                                                               |   |
|-----------------------------------------------------------------------------------------------------------------------------------------------|---|
| <b>Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b> | 1 |
|-----------------------------------------------------------------------------------------------------------------------------------------------|---|

#### Level 2 and 3 individuals returned to custody

| Returned to custody for breach of licence | Category 1:<br>Subject to notification requirements | Category 2:<br>Violent offenders | Category 3:<br>Other dangerous offenders | Total |
|-------------------------------------------|-----------------------------------------------------|----------------------------------|------------------------------------------|-------|
| Level 2                                   | 0                                                   | 1                                | 3                                        | 4     |
| Level 3                                   | 1                                                   | 0                                | 1                                        | 2     |
| Total                                     | 1                                                   | 1                                | 4                                        | 6     |

| <b>Breach of SHPO</b> |   |
|-----------------------|---|
| Level 2               | 0 |
| Level 3               | 0 |
| Total                 | 0 |

|                                                                                                             |     |
|-------------------------------------------------------------------------------------------------------------|-----|
| <b>Total number of individuals subject to sex offender notification requirements per 100,000 population</b> | 128 |
|-------------------------------------------------------------------------------------------------------------|-----|

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

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## 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

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Since the publication of the previous MAPPA Annual Report, I have resumed my role as MAPPA Co-ordinator following a period of planned absence. I would like to extend my sincere thanks to Mark Wessex for his exemplary cover of the MAPPA unit during this time, ensuring continuity and maintaining high standards of delivery.

This reporting year has also seen changes within our Lay Adviser team. One of our Lay Advisers is due to step down after a significant period of service. We are deeply grateful for the insight, dedication, and time she contributed to MAPPA in Gloucestershire. Recruitment for a new Lay Adviser will commence shortly, with further updates to be shared in the next annual report.

Continued thanks to our remaining Lay Adviser for his insightful contributions that have ensured we remain integral to the monitoring and evaluation of MAPPA arrangements across the area.

I would also like to take this opportunity to thank the members of the Strategic Management Board for their ongoing commitment, support, and collaborative leadership. Their contributions continue to ensure that MAPPA in Gloucestershire delivers high-quality outcomes and maintains a strong performance framework.

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## Performance Overview

The protection of the public from individuals who commit sexual and violent offences remains the highest priority for Gloucestershire Police Constabulary, HM Prison Service, and HM Probation Service. Gloucestershire continues to demonstrate strong performance against MAPPA Key Performance Indicators (KPIs), underpinned by effective multi-agency collaboration and robust communication across all partners.

This coordinated approach enables comprehensive risk management and enhances public protection. Notably, there

have been no MAPPA Serious Case Reviews during this reporting period, and KPI data continues to reflect consistent and high-quality performance across the county.

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## MAPPA Awareness and Training

MAPPA awareness training has remained a central focus throughout the year. Bespoke training packages have been delivered to both Responsible Authorities and Duty to Cooperate agencies, ensuring partners are well-informed of updates to national guidance and fully understand their statutory responsibilities.

Training delivery will continue throughout the remainder of the business year.

In addition, the MAPPA unit hosted its annual Continuous Professional Development (CPD) event, bringing together a wide range of partner agencies to strengthen inter-agency networks, share learning, and reflect on areas of success and improvement. The event highlighted the strength of local partnerships, and we extend particular thanks to our Police and Health representatives for their continued professionalism and resource commitment in decision making of MAPPA Level 2 and 3 case management.

Finally, I wish to thank all our partners for their ongoing dedication to making Gloucestershire a safer place for all.

**Cath Bennett**

MAPPA Co-ordinator, Gloucestershire

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

Probation  
Service

