



Multi Agency Public Protection Arrangements

LINCOLNSHIRE



Annual Report



Intro

We are pleased to introduce the 2020- 2021 annual report of the Multi- Agency Public Protection Arrangements (MAPPA) in Lincolnshire, which reviews the work we have undertaken to protect the public and strives to make our communities safe.

Protecting the public is paramount and everything we do is focused on ensuring the continued safety of our communities. Members of the public can be assured, through this report, that work is ongoing to protect the communities we live in. This has continued despite the unprecedented times that the Coronavirus pandemic has thrown us into. While it is impossible to fully eliminate the risks posed by serious offenders, 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 and promote rehabilitation. Encouragingly, effective risk management and protection arrangements have contributed to no serious further offences being committed by the most challenging offenders managed at MAPPA Level 2 or 3 in Lincolnshire in 2020-2021.

The relationships we have in Lincolnshire across the MAPPA partnership of responsible and statutory agencies remain strong and indeed continues to strengthen year on year. This remains the case even in the face of adversity through the pandemic and funding challenges that public services face. The MAPPA framework within Lincolnshire continues to operate efficiently with minimal expenditure and excellent performance indicators. The positive impact of the MAPPA arrangements is illustrated by the ongoing commitment to managing MAPPA cases, excellent representation at MAPPA meetings and the investment being made to continually improve. However, we are not going to rest on our laurels with regards to these indicators. Throughout the next 12 months we will seek to build greater acknowledgement of the qualitative aspects of our performance indicators and not solely focus on the data. We will aim to better understand the positive impacts of MAPPA engagements to help reduce re-offending. We will also seek to improve outcomes for those impacted by mental ill-health. This will contribute to improved outcomes for both victims and offenders in our area.

The MAPPA Strategic Management Board would like to thank our partners who have contributed to these arrangements over the last year at a strategic level, but more importantly at the front-line. The expertise and contributions of partners to managing MAPPA cases has been exceptional. We hope that this report illustrates the professionalism of our staff whose demanding and complex work rarely receives public attention or acknowledgment it deserves. Their dedication and commitment to public protection is key to ensuring our communities remain safe.



Kerrin Wilson
Assistant Chief Constable
Lincolnshire Police
SMB Chair



Becky Bailey
Head of East and West Lincolnshire
Probation Service



Paul Yates
Governor HMP Lincoln
Her Majesty's Prison and Probation Service

What is MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual, violent and terrorist 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.

Local Strategic Management Boards comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA with their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB).

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 more senior oversight and 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 enables 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.

MAPPA and Terrorism

In response to the terrorist attack committed by Usman Khan at Fishmongers' Hall on 29 November 2019, the Home Secretary and the Lord Chancellor commissioned Jonathan Hall QC, who is the Independent Reviewer of Terrorism Legislation, to undertake a review of MAPPA and the management of

known terrorists and other extremist offenders (TACT Offenders). The terrorist attack committed by Sudesh Amman in Streatham High Road on 2 February 2020 served to reinforce the need for the review, since both Khan and Amman had been managed under MAPPA. The government published the report on 2 September 2020 and published a response to it on 9 December. Both documents are available at <https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>. The report made a number of recommendations, several of which have been or are being implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Bill. Others have already been introduced by the creation of the National Security Division (NSD) in the Probation Service to manage terrorist offenders. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via the NSD, has created a specialist dedicated and highly skilled workforce, which provides an enhanced level of management and intervention for the most high-risk, complex and high-profile offenders in the community. This will include the management of terrorist connected and terrorist risk offenders. Five Probation Service national security units have been established across England & Wales during 2020/21. The NSD and Counter-Terrorism Policing will be working closely with local Strategic Management Boards to ensure the robust management of terrorism cases. The NSD also manages serious organised crime and the most high risk and high profile public protection cases.

All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2021				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	856	178	-	1034
Level 2	1	1		2
Level 3	-	-	-	-
Total	857	179	-	1036

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	11	13	15	39
Level 3	4	1	3	8
Total	15	14	18	47

RSOs cautioned or convicted for breach of notification requirements	11
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RSOs who have had their life time notification revoked on application	22
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	62
SHPO with foreign travel restriction	0
NOs	2

Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)	0
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Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	2	3	5	10
Level 3	3	0	3	6
Total	5	3	8	16
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	125
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This figure has been calculated using the Mid-2020 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

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2021 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2020 to 31 March 2021.

(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 and terrorist 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 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 require 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

MAPPA Delivery: During the reporting year we found ourselves at various points in lockdown. However, MAPPA partners have continued to adhere to their respective exceptional delivery plans and have given assurances that MAPPA business has not been hindered during this time. Processes for the identification, assessment and management of level 1 offenders remain effective, and there is a continued commitment to MAPPA and effective information sharing at Level 2 and 3 meetings, to ensure robust and effective risk management. Level 2 and 3 meetings have taken place virtually via a combination of Microsoft teams and teleconference. VISOR, the joint Police, Prison and Probation case management system, continues to be our main recording tool with ongoing work to ensure Probation staff use the tool as business as usual.

Training: At the onset of lockdown all MAPPA training had to be suspended. The training consists of multi-agency attendees and 3 group exercises, so it does not lend itself to an online approach. We have delivered two face to face, socially distanced MAPPA training events in the reporting period with further virtual events planned throughout 2021 to afford all those that were on the waiting list the opportunity to attend. Feedback from training events has been extremely positive.

Statistics: The MAPPA statistics evidence continued high performance for year 2020/21. We met or achieved our targets, with 100% in all of the KPIs. Attendance at SMB has been 100%.

Level 2 & 3 meeting audits: The MAPPA Coordination Unit evaluates the meetings using the national MAPPA case audit tool. Due to COVID 19, undertaking audits had been temporarily suspended. However, representatives from the responsible authority have met to audit 2 level 2 cases and 1 level 3 case. (approximately 1%) during the reporting period. That audit highlighted minor issues regarding how we record minutes in terms of the need to be more explicit regarding recording the rationale for risk assessments and decisions made. This has been resolved through discussion with MAPPA administrators and some practice pointers for chairs. Also highlighted were some issues in terms of ensuring meetings consider diversity issues resolved by ensuring that the diversity statement is sent with invitations and ensuring chairs explicitly highlight those issues.

The audit also showed that risk assessments and risk management plans needed to be more explicit and detailed. The MAPPA Co-Ordinator has offered consultation with lead agencies to ensure the most robust risk management plans are formulated

Further it was highlighted that MAPPA meetings in Lincolnshire need to be explicit in the rationale for all decisions made in the meeting and this needs to be recorded appropriately.

Level 2 and 3 audits are scheduled to take place every quarter for the year 21-22. It is of note that a recurring theme seen from scrutiny of the minutes is the lack of or difficulty in obtaining suitable accommodation for MAPPA eligible service users. This has led to work in the unit in conjunction with Local Authority districts to ensure accommodation practitioners attend MAPPA level 2 and 3 meetings.

Lay Advisor Statement: My appointment as a lay adviser is voluntary, part-time and unpaid. I contribute to the monitoring and evaluation of the operation of MAPPA and act as a critical friend in challenging the professionals. I am not an expert or professional from any of the disciplines involved with MAPPA. I am a lay representative from the Lincolnshire community and this helps me pose questions that the professionals closely involved in the work might not necessarily think of asking.

I fulfil my responsibilities by participating in Strategic Management Board meetings and observing a number of Level 2 and Level 3 risk-management meetings. I do not make decisions relating to the risk assessment of offenders and subsequent risk-management plans when attending Level 2 or 3 MAPPA meetings. However, I do ask questions and contribute to the discussions from a lay perspective. It has been clearly evident in all my dealings with the MAPPA professionals that protection of the public remains their highest priority and underpins the decisions and actions they take.

I have been reassured and impressed by the breadth and depth of analysis that results from the multi-agency cooperation and collaboration. The professionals are often faced with the significant challenges of trying to predict the future behaviours of offenders and design risk-mitigation measures to protect the public. Working in partnership, across organizational boundaries, and sharing knowledge and skills, undoubtedly leads to better risk-management decisions. Throughout the reporting period, the way MAPPA professionals work has been impacted by the social-distancing requirements of the pandemic. However, risk-management meetings have continued to take place remotely and I am assured that MAPPA's ability to protect the public has not diminished.

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