

# Lincolnshire



# Annual Report



# Intro

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I am pleased to introduce the 2021- 2022 annual report of the Multi- Agency Public Protection Arrangements (MAPPA) in Lincolnshire, which summarises the work that the collective partnership has undertaken to protect the public, support the rehabilitation of offenders and ultimately helping to make our communities safer.


The aim of this report is to assure the public that we are delivering on this key area and are entirely focussed as a partnership in working in harmony to achieve our aims. 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 2021-2022.

The MAPPA team have worked hard with the National Security Division (NSD) to design, develop and implement methods of working on how we manage terrorist offenders who fall under the MAPPA remit. This has been a challenge to ensure that we have enough people who understand how national policy once implemented can work in reality and I am very grateful for colleagues who contributed. We are now extremely well placed to manage these particularly serious offenders within our communities.

Over the next 12 months our focus is to ....

1. Implement the recommendations from the MAPPA inspection
2. Ensure the delivery of quality face to face MAPPA training for those working directly with cases
3. Pinpoint relevant learning from Serious Case Reviews Nationally and use this to improve the quality of MAPPA work in Lincolnshire.

On behalf of the Strategic Management Board, I would like to thank our partners, staff, volunteers and all who have contributed to these arrangements over the last year, both those at the strategic level and importantly the front-line staff colleagues who keep our community safe day after day. I hope that this report illustrates the professionalism of our staff whose demanding and complex work rarely receives public attention or the acknowledgement it deserves.



KERRIN WILSON

Kerrin Wilson, QPM  
Chair MAPPA SMB



**Kerrin Wilson**  
**Assistant Chief Constable**  
**Lincolnshire Police**  
**SMB Chair**



**Becky Bailey**  
**Head of East and West Lincolnshire**  
**Probation Service**



**Matthew Spencer**  
**Governor HMP Lincoln**  
**Her Majesty's Prison and Probation Service**

# 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, 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, 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 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** –subject to sex offender notification requirements;
- **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.

A fourth category for terrorist and terrorist risk offenders was introduced by the Police Crime Sentencing and Courts Act 2022 after the period covered by this report.

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

The government published an Independent Review of the MAPPA used to Supervise Terrorist and Terrorism-risk Offenders on 2 September 2020 and published its response 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 implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via its National Security Division, 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 includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

## MAPPA-eligible offenders on 31 March 2022

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	887	143	N/A	1030
Level 2	0	1	1	2
Level 3	0	0	1	1
Total	887	144	2	1033

## 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	20	7	15	42
Level 3	2	1	7	10
Total	22	8	22	52

<b>RSOs cautioned or convicted for breach of notification requirements</b>	3
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<b>RSOs who have had their lifetime notification revoked on application</b>	17
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## Restrictive orders for Category 1 offenders

<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	78
SHPO with foreign travel restriction	0
NOs	6

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	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
<b>Breach of licence</b>				
Level 2	1	2	3	6
Level 3	0	1	0	1
Total	1	3	3	7
<b>Breach of SOPO</b>				
Level 2	0	N/A	N/A	0
Level 3	0	N/A	N/A	0
Total	0	N/A	N/A	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	128
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This figure has been calculated using the 21 March 2021 census population estimate, published by the Office for National Statistics on 28 June 2022, excluding those aged less than ten years of age. Previously, we have based this figure on the mid-year (30 June) population estimate. As such, the current figure may differ from the corresponding figure based on the mid-2021 estimated resident population, which will be published by the Office for National Statistics later this year

# 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 2022 (i.e., they are a snapshot). The rest of the data covers the period 1 April 2021 to 31 March 2022.

**(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) 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 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 are not subject to notification requirements. 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 License** – offenders released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the offender does not comply with these conditions, the Probation Service will take breach action 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 and/or positive obligations 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 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 offender. 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 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 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. Offenders have a right of appeal against notification.

**(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, 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 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 individuals 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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**MAPPA Delivery:** During the reporting year we have resumed business as usual following covid. MAPPA partners have continued to engage well contributing to a strong partnership. 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 Microsoft teams. 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. This will be our key piece of work during the next 12 months.

One of the key pieces of work that the unit has undertaken during the reporting year is the review and expansion of the local MAPPA Z policy and procedure. MAPPA Z is a local information sharing document that is completed by the lead agency (Probation/Police) and outlines the risk issues along with any restrictions regarding the MAPPA subject. This document is then provided to local hospital safeguarding staff where it is securely stored, and a flag placed on the subjects' health record. If the subject attends at a hospital the practitioner will see the flag and can contact the safeguarding team who decide if any disclosure is necessary under the particular circumstances presented. The MAPPA unit worked with a cross agency group of staff including hospital safeguarding and the Clinical Commissioning Group to audit the efficacy of the project and consider whether it could be expanded for primary healthcare. The project was found to be effective, and systems put in place so that the project could be adopted to include primary care.

**Training:** MAPPA training continues to be delivered virtually. We have delivered a number of events during the reporting period and feedback from training events has been extremely positive. The development of a face-to-face MAPPA workshop will be a key piece of work for the first 6 months of the next reporting year. It is intended that all staff will attend a virtual event for basic MAPPA training and staff managing MAPPA offenders will then attend the face-to-face workshop that will be designed to improve the quality of risk management plans and contingency plans.

**Statistics:** The MAPPA statistics evidence continued high performance for year 2021/22. We met or achieved our targets, with 100% in all of the KPIs. Attendance at SMB has been 100%.

**Performance and Quality:** The MAPPA Coordination Unit evaluates the meetings using the national MAPPA case audit tool. A multi-agency panel have met every quarter to audit 3 cases, 2 level 2 cases and 1 level 3

case. Those audits have highlighted that it is not always clear that offenders subject to MAPPA management have been consulted regarding their own views on risk assessment and management. This has been resolved through ensuring a standing action from all MAPPA meetings for the lead agency to discuss with the MAPPA subject.

Level 2 and 3 audits are scheduled to take place every quarter for the year 22-23.

Lincolnshire has had no MAPPA Serious Case Reviews. A key piece of work to take place in the next 12 months is to analyse the central MAPPA team paper regarding national learning from MAPPA Serious Case Reviews, pinpoint learning for our area and implement any policy or process adjustments accordingly.

Additionally during 22-23 the unit is ready to implement any recommendations from the MAPPA Thematic Inspection.

**Lay Advisor Statement:** Colin Childs completed his tenure as Lay Advisor and so we have been recruiting new lay advisors. Unfortunately, this has not been completed until August 2022 with the appointment of 2 new Lay Advisors for Lincolnshire who are not in a position to offer comment for this annual report. Sarah Poppleton and Iain Dickinson will be in a position to offer comment for future annual reports.

## National Security Division

The National Security Division (NSD) has now been established for approaching 2 years and is a division within the Probation Service to provide enhanced case management and intervention for the highest risk, complex and high-profile adult offenders in the community. The division provides a centralised, dedicated capability within the Probation Service for the following cohorts of adult offenders:

- Convicted Terrorist Act/Terrorist Act connected
- Terrorist risk offenders who present a national security threat
- The Highest risk/high harm Serious Organised Criminals requiring enhanced management; and
- A number of registered CPPC cases who are the highest risk/highest profile sexual or violent offenders who present national interest.

NSD cases are managed in the areas where they are residing as that is in most cases where the risk lies. We will of course also involve other areas linked to the case in MAPPA discussions. Co-ordination between NSD and Probation Delivery Units ensures strong links to local stakeholders, including health, housing and local rehabilitative services. NSD units include dedicated forensic psychologists to support a psychologically informed approach to risk

management and also polygraph examiners, to provide enhanced monitoring of compliance with licence conditions.

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he NSD continues to work with the national MAPPA team, CT police and with SMBs. We have embedded the recommendations made by the 2020 Jonathan Hall review of MAPPA for terrorist offenders. These include MAPPA panels to review extremist cases which include both police, probation and prison staff who specialise in CT work, but also, crucially, representation from key local agencies. The MAPPA panels will direct increased use of MAPPA core groups, ensuring that work with individual cases is co-ordinated and responsive.

The NSD is committed to working in partnership with Strategic Management Boards to ensure high quality MAPP arrangements. The specialist MAPPA Panels will provide information about key performance indicators to SMBs and will also take part in training, audit and observation activity. NSD units will report formally to SMBs regularly, a minimum of annually.

All MAPPA reports from England and Wales are published online at:

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

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