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# Leicester, Leicestershire, and Rutland



# Annual Report

# Introduction

We are pleased to introduce the 22nd Annual Report of the Multi-Agency Public Protection Arrangements (MAPPA) in Leicester, Leicestershire, and Rutland (LLR) which reviews the work we have undertaken to protect the public and 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.

In this context our focus and priority continue to be protecting the public from serious harm, which remains challenging with a further continued year on year rise of offenders being managed. The relationships we have in Leicester, Leicestershire, and Rutland with the statutory and responsible agencies for managing MAPPA registered offenders continues to strengthen whilst addressing the challenges that confront all partners, with a broader focus seen on vulnerability and organised crime. This has placed us in an excellent position from which to plan and problem-solve together to continue the work of MAPPA and protect the public within the context placed upon all the contributing agencies. The positive impact of the MAPPA processes is illustrated by the ongoing commitment to managing MAPPA cases, excellent representation at MAPPA meetings and the investment being made to continually improve.

The MAPPA framework within Leicester, Leicestershire and Rutland remains efficient with minimal expenditure and excellent performance indicators. Importantly, for the twelfth consecutive year the partnership, risk management and effective protection arrangements have contributed to no serious further offences being committed by the most challenging offenders managed at MAPPA Level 2 or 3.

This Annual Report provides an explanation of the MAPPA arrangements, the local statistics, and a summary of our local approach.

Bob Bearne,

Head of the Probation Service

Leicester, Leicestershire, and Rutland

Chair of the Strategic Management Board (SMB)

David Sandall,

Assistant Chief Constable

Leicestershire Police

SMB Deputy Chair

James Donaldson, Deputy Governor

Leicester Prison

HM Prison Service

# 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 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 violent offenders 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

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.

MAPPA and Terrorism

The government published an Independent Review of the MAPPA used to Supervise Terrorism and Terrorism-risk individuals 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, the majority of which have been implemented, including 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 terrorism 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 individuals 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. 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.

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 2023

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1:Subject to sex offender notification requirements | Category 2:Violentoffenders | Category 3:Other dangerousoffenders | Total |
| Level 1 | 1121 | 319 | - | 1440 |
| Level 2 | 1 | 1 | 1 | 3 |
| Level 3 | 0 | 0 | 0 | 0 |
| Total | 1122 | 320 | 1 | 1443 |

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

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
|  | Category 1:Subject to sex offender notification requirements | Category 2:Violentoffenders | Category 3:Other dangerousoffenders | Total |
| Level 2 | 7 | 4 | 5 | 16 |
| Level 3 | 8 | 3 | 1 | 12 |
| Total | 15 | 7 | 6 | 28 |

|  |  |
| --- | --- |
| Category 1 cautioned or convicted for breach of notification requirements | 79 |

|  |  |
| --- | --- |
| Category 1 who have had their life time notification revoked on application  | 12 |

Restrictive orders for Category 1 offenders

|  |  |
| --- | --- |
| Sexual Harm Prevention Order (SHPO) | 70 |
| SHPO with foreign travel restriction | 1 |
| Notification Order | 2 |

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

Level 2 and 3 individuals returned to custody

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Returned to custody for breach of licence | Category 1:Subject to notification requirements | Category 2:Violentoffenders | Category 3:Other dangerousoffenders | Total |
| Level 2 | 3 | 3 | 0 | 6 |
| Level 3 | 0 | 0 | 1 | 1 |
| Total | 3 | 3 | 1 | 7 |

|  |  |
| --- | --- |
| Breach of SHPO |  |
| Level 2 | 0 |
| Level 3 | 1 |
| Total | 1 |

|  |  |
| --- | --- |
| Total number of individuals subject to sex offender notification requirements per 100,000 population | 113 |

This figure has been calculated using the mid-2021 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-2022 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2022 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2022 estimates.

# Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2023 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2022 to 31 March 2023.

(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 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 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 – A legal challenge in 2010 and a corresponding legislative response means there is a mechanism in place that allows qualifying individuals to apply for a review of their notification requirements. 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.

# MAPPA Developments in Leicester, Leicestershire and Rutland.

Leicester, Leicestershire, and Rutland MAPPA had another successful year, in helping to protect the public from those who have the potential to cause serious harm. The passing year has seen an increase in the number of referrals to MAPPA and a corresponding rise in the number of cases managed at Level 2 and 3.  But it should be noted that the success of partnership working in our area ensures that most offenders are managed effectively at level 1 and means that resources are focussed towards the critical few that are managed at the higher levels.  This in turn reflects the commitment of partners to co-operate and work collaboratively in respect of operational delivery.

In terms of key keys developments, a range of actions have been undertaken to reflect recommendations of the Thematic Inspection. Some of the highlights from this work include the introduction of revised Audit tools for MAPPA meetings, the introduction of the MAPPA Thresholding Panel as well as the embedding of the MAPPA Level 1 framework.

The introduction of the MAPPA Thresholding Panel represents a significant revision to the referral process into MAPPA and has been introduced to ensure our practice is aligned with the national model. This has involved us in fine tuning our local processes thereby making them less cumbersome and bureaucratic for partners referring cases to MAPPA.  In turn this has enabled the MAPPA unit to more easily analyse local referral data to ensure that appropriate cases are referred into MAPPA, and that there is a focus on diversity and disproportionality within the MAPPA cohort.

In addition, there has been a renewed focus on encouraging Category 3 referrals, specifically in relation to individuals who present a high risk of domestic abuse where formal multi-agency management and oversight through MAPPA would add value to the risk management plan.

MAPPA Training continues to be delivered virtually each month. During the year, we have also delivered bespoke training for specific partner agencies.

The Responsible Authority for Multi Agency Public Protection Arrangements in LLR comprises Leicestershire Constabulary, HM Prison Service, and the Probation Service, acting jointly.

Managing offenders, protecting victims or vulnerable persons, and keeping individuals and communities safe cannot though be achieved by criminal justice services on their own. All too often, other services must be actively involved as well. So, alongside the Responsible Authority agencies, the arrangements also bring together:

1. City and County Youth Offending Services
2. City and County Children’s Social Care and Education Services
3. City and County Adult Social Care Services
4. LLR Healthcare Foundation Trust
5. Community Health Services and other local NHS Services
6. Clinical Commissioning Group
7. City and Borough and District Council Housing Services along with several social housing providers
8. Jobcentre Plus (Department for Work and Pensions)
9. Electronic Monitoring Services (Capita)
10. Immigration Enforcement section, including the Home Office.

**Useful Links**

Leicester, Leicestershire and Rutland MAPPA

0116 248 6606

mappa@leicestershire.pnn.police.uk

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

Leicestershire Police

101

[www.leics.police.uk](http://www.leics.police.uk)

Her Majesty’s Prison Service

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

National Probation Service

[www.gov.uk/government/organisations/national-probation-service](http://www.gov.uk/government/organisations/national-probation-service)

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

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





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