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# LINCOLNSHIRE



# Annual Report

# Intro

As the new SMB chair, I am pleased to introduce the 2022- 2023 annual report of the Multi- Agency Public Protection Arrangements (MAPPA) in Lincolnshire, summarising the work that the partnership has undertaken to protect the public and rehabilitate offenders to make our communities safer.

This report demonstrates that we are delivering on this key area and are focussed on working in harmony to achieve our aims: to ensure that all reasonable steps have been taken to reduce the risk of serious harm to the public from known offenders and promote rehabilitation. This focus has contributed to no serious further offences being committed by offenders managed at MAPPA Level 2 or 3 in Lincolnshire in 2022-2023.

The MAPPA team have worked with the National Security Division (NSD), who manage terrorist offenders falling under the MAPPA remit, to manage the most serious offenders within our communities. Over the next 12 months our focus is to ….

1. Ensure all recommendations from the MAPPA inspection are implemented.
2. Review our local delivery plan, constitution, and stakeholder information leaflet.
3. Complete an in-depth audit of 3 MAPPA cases and use this audit to improve the quality of MAPPA work in Lincolnshire.

On behalf of the Strategic Management Board, I would like to thank all who have contributed to these arrangements over the last year, particularly the front-line staff who keep our community safe day after day.

**Nicola Mayo
Assistant Chief Constable
MAPPA SMB Chair**



**Nicola Mayo**

**Assistant Chief Constable**

**Lincolnshire Police**

**SMB Chair**

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**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?

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 Counterterrorism 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 | 885 | 146 | - | 1031 |
| Level 2 | 1 | 0 | 4 | 5 |
| Level 3 | 0 | 0 | 0 | 0 |
| Total | 886 | 146 | 4 | 1036 |

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 | 13 | 6 | 8 | 27 |
| Level 3 | 1 | 1 | 3 | 5 |
| Total | 14 | 7 | 11 | 32 |

|  |  |
| --- | --- |
| Category 1 cautioned or convicted for breach of notification requirements | 2 |

|  |  |
| --- | --- |
| Category 1 who have had their life time notification revoked on application  | 24 |

Restrictive orders for Category 1 offenders

|  |  |
| --- | --- |
| Sexual Harm Prevention Order (SHPO) | 68 |
| SHPO with foreign travel restriction | 0 |
| Notification Order | 4 |

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

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 | 1 | 0 | 2 | 3 |
| Level 3 | 1 | 0 | 0 | 1 |
| Total | 2 | 0 | 2 | 4 |

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

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

**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 members of the public) in the UK, or children or vulnerable adults (or any 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, 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 must 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 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, except for 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 apply 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 Update

**MAPPA Delivery:** During the reporting year 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 is one of our current key pieces of work with Lincolnshire a Pilot area for establishing the Probation Visor Policy Framework.

Another of our key pieces of work during the reporting period has been to ensure the recommendations from the MAPPA Thematic inspection of 2021/22 are fully implemented. We have ensured that most of the recommendations have been implemented with the remaining recommendations to be implemented by the end of 2023.

**Training:** MAPPA training continues to be delivered virtually. We have delivered several events during the reporting period and feedback from training events has been extremely positive. A face-to-face MAPPA workshop has been developed and rolled out to positive reception. All staff now attend a virtual event for basic MAPPA training and staff managing MAPPA offenders attend the face-to-face workshop that has been designed to improve the quality of risk management plans and contingency plans.

**Statistics**: The MAPPA statistics evidence continued high performance for year 2022/23. We met or achieved our targets. Attendance at SMB has been Good.

**Performance and Quality:** The MAPPA Unit has implemented the use of the new 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 no practice issues. Level 2 and 3 audits are scheduled to take place every quarter for the year 23-24.

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.

Currently the SMB has tasked a small working group to audit 3 cases across the county where there have been mental health and social care issues to pinpoint whether there is any learning from such cases. This piece of work is underway.

**Lay Advisor Statement**: I am a Lincolnshire Lay Adviser, a member of the public appointed by the Minister with no links to the business of managing MAPPA offenders. It is a part time and unpaid role.

I attend the Lincolnshire Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and/or Duty to Co-operate agencies who are responsible for delivering MAPPA with their respective areas. In that arena, I pose questions which the professionals closely involved in the work might not think of asking, allowing me as a member of the public to ensure agencies safeguard the local Lincolnshire community. I also attend Level 2 and 3 meetings, as an independent observer, allowing me access to the full range of the meeting to understand the operational partnership work with the protection of the local community at its heart. After all meeting as a layer advisor, I have regular meetings with the MAPPA Co-Ordinator to further enable me to make suggestions to improve future multi agency work.

As the Lincolnshire Layer Adviser, I can say with confidence, that everything the MAPPA operation carries out has our Lincolnshire community at its very heart. Safety is key.

The MAPPA partnership cannot totally remove all the risks presented by offenders, but all agencies continue to work collaboratively, and I believe MAPPA is a corner stone to mitigate the risks posed by dangerous offenders within our communities.

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

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





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