



Multi Agency Public Protection Arrangements

DORSET 2018 -2019



Annual Report

Introduction

The Dorset Multi Agency Public Protection Arrangements (MAPPA) Strategic Management Board (SMB) is pleased to present this annual report to the residents of Dorset and our local community.

It is recognised that although sexual and violent crimes committed represents a small proportion of the total recorded crime in this county, for the victims and their families they inevitably cause a great deal of fear, distress and harm. It is for this reason that protecting the public from offenders who commit these crimes and meeting the needs of victims remains our highest priority for Dorset Police, the National Probation Service, (NPS) and Prison Services.

Working together through MAPPA to manage offenders convicted of such crimes is vitally important. MAPPA is a partnership and this report explains how different agencies involved work together and how the arrangements operate in Dorset. We continue to be supported by organisations which have a 'Duty To Cooperate' under the umbrella of MAPPA: for example, local Mental Health teams, Youth Offending Services, Forensic Health Services, Safeguarding Teams and Housing Authorities. The MAPPA 'Responsible Authorities' value and appreciate the commitment provided by these agencies. Under these arrangements the statutory services work closely together to identify, risk assess and manage violent and sexual offenders.

This report also contains statistical information about the number of offenders managed under the arrangements and illustrates how these arrangements work in practice.

Information sharing remains a critical part of the MAPPA process as is sharing all learning between agencies. It is not possible to negate all risk but it is our firm duty to manage the risk posed. We do this by ensuring that we are making defensible decisions and that robust risk management plans are in place to protect our communities and ensure the positive rehabilitation of offenders who live here in Dorset.

This annual report is our chance to evidence the work that we do and to demonstrate that we are accountable to you, the people of Dorset. Transparency is crucial to maintain the confidence of our local communities. For this reason, we include two lay advisors on our local SMB. These two individuals are volunteers who bring a wealth of experience to MAPPA in terms of critical thinking and strategic planning. They remain significant, independent observers to the MAPPA process.

Tina Ridge
Head of National Probation Service, Dorset

Julie Fielding
Assistant Chief Constable, Dorset Police

David Bourne
Prison Representative for Dorset MAPPA SMB

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 and violent 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.

The Responsible Authority is required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB) alongside senior representatives from each of the Responsible Authority and DTC agencies.

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 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 enable 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.

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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2019				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	794	116	-	910
Level 2	4	3	12	19
Level 3	0	0	1	1
Total	798	119	13	930

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	14	8	14	36
Level 3	2	0	0	2
Total	16	8	14	38

RSOs cautioned or convicted for breach of notification requirements	43
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RSOs who have had their life time notification revoked on application	7
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Restrictive orders for Category 1 offenders	
SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts	
SHPO	43
SHPO with foreign travel restriction	0
NOs	0

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	3	8
Level 3	0	1	0	1
Total	2	4	3	9
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	115
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This figure has been calculated using the Mid-2018 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 2019 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2018 to 31 March 2019.

(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 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 National 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 requires 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

1. Performance:

Dorset continues to demonstrate high performance against the Multi Agency Public Protection (MAPPA) Key Performance Indicators (KPIs). It is of particular note that KPIs focussed on attendance at MAPPA level 2 and 3 meetings continue to be exceeded, which demonstrates solid co-operation amongst all the partner agencies. This enables effective communication which in turn allows for robust risk management. The MAPPA Strategic Management Board (SMB) takes an active role in ensuring that their agencies take a consistently active role in ensuring effective risk management by engaging in the MAPPA process.

During 2018-2019, attendance by the Duty to Cooperate agencies achieved an overall attendance of 95.5% against a target of 90%. We continue to aim for an attendance rate of 100%.

Here in Dorset all level 2 offenders continue to be reviewed every 12 weeks against a KPI of every 16 weeks and level 3 offenders continue to be reviewed every 4 weeks against a KPI of 8 weeks. 100% of level 2 cases were reviewed no less than 16 weeks and 100% of level 3 cases were reviewed at no less than 8 weeks.

In this review period, the MAPPA SMB established a new multi-agency case audit process which also includes the involvement of the Lay Advisors. An audit of level 2 and level 3 is undertaken on a quarterly basis and the findings are reported to the SMB. This provides assurance to the SMB that cases are well managed, but also provides an opportunity for best practice to be identified and shared between practitioners as appropriate. In this review period a total of 38 cases were subject to audit scrutiny.

MAPPA Serious Case Reviews (SCRs) are undertaken when an individual managed under MAPPA arrangements commits a serious sexual or violent offence. SCRs allow agencies involved in the MAPPA process to share the learning both in terms of missed opportunities in relation to risk management but also in terms of the often excellent practice demonstrated. This learning is shared across the partners within MAPPA. The Dorset MAPPA team also monitor learning from other areas and share appropriately within Dorset.

2. Case Studies

Dorset MAPPA recognises the key role it plays in reducing the reoffending behaviour of sexual and violent offenders in order to protect the public from serious harm. The role includes undertaking timely risk assessments to support the development of robust risk management plans. A key role of Dorset MAPPA is to ensure that the expertise and resources available within partner agencies are utilised in a way that best protects the public from risk of serious harm.

Whilst risk management plans must be tailored to individual circumstances an effective plan will combine four main elements or 'Pillars', which are supervision; monitoring and control; interventions and treatment; victim safety.

One of the challenges faced by the agencies working together under MAPPA is to ensure that resources are available to support the development of risk management plans. Appropriate accommodation is often fundamental to the four pillars of risk management as set out above. It can be challenging to secure accommodation for individuals convicted of offences – and in particular MAPPA registered offenders. With a "Duty To Cooperate" responsibility, Housing Authorities are regularly invited to MAPPA meetings to ensure that every effort is made to secure suitable accommodation to support the risk management plan to contain the risk posed to public and victims.

Offender X

This is an example of a case managed by Dorset MAPPA where housing was a particular challenge. Offender X had a history of sexual offending, including contact and non-contact sex offences. Prior to his release from custody, a referral was made for him to reside in a Probation Approved Premises (AP) - this is a hostel that provides appropriate levels of monitoring and control. Offender X was offered a placement at the AP for a period of 3 months. Although accepted into the AP, it was clear that move-on accommodation would be a challenge. Offender X required a suitable level of practical support to enable him to maintain stability in the community, but the risk assessments indicated that ongoing monitoring and control would also be required.

A MAPPA category 1, level 2 referral was made seven months prior the prisoners release date. There had been issues on previous licence periods in relation to substance misuse and compliance/engagement with exclusion zones - with these factors being linked to an increase in the risk of serious harm. The case was

accepted into MAPPA for level 2 management on the basis that enhanced multi-agency involvement was required to facilitate information sharing between agencies, but also to resource the risk management plan after move-on from the AP. The appropriate housing authority attended the level 2 meetings and was actively involved. Appropriate move-on accommodation was identified through inter-agency liaison. It was essential that this was risk assessed prior to being accepted. This involved joint assessments by the National Probation Service and Dorset Police, which identified no material concerns regarding this address. The housing authority were key in providing advice and guidance to the MAPPA agencies assessing this address. They also supported Offender X with practical tasks to secure this accommodation. They also assisted in ensuring that Offender X was able to access additional practical ongoing support once he had moved to the new address. Additional monitoring and controls were established by Probation and Police.

Once this accommodation had been resourced, it was no longer necessary for this case to be managed at level 2 as good inter-agency communication and collaboration had been established to effectively manage the risk posed by Offender X. This case has continued to be managed at level 1 with established multi-agency involvement.

Offender Y

Dorset MAPPA recognise that the resources required to manage risk is often not limited to the geographical boundaries of specific counties. Dorset MAPPA is responsible for coordinating the efforts of statutory agencies to consider how best to put in place risk management plans that maximise the resources of the agencies involved. It is essential that agencies consider the risk posed and appropriate resources are allocated to manage that risk. Planning and implementing an agreed risk management plan is very much reliant on the skills of the professionals involved to work closely together and to attempt to motivate the offender to engage with the plan. However, the multi-agencies also ensure that necessary and proportionate monitoring and control is implemented.

The case of Offender Y was a complex case requiring resources and expertise across different counties. He was a life sentenced prisoner and at the time of committing the offence there were a number of different risk factors present. These included accommodation; conflict with others; alcohol use (which was linked as a way of coping with symptoms associated with his diagnosis of PTSD). He also had previous convictions for serious violence.

This case was due to be reviewed by the Parole Board in 2018 as re-release was being considered. It was necessary for a fully resourced release plan to be put forward to the Parole Board for consideration. Through thorough liaison with the prison and community based psychologists it was identified that Offender Y would benefit from a release to a specialised accommodation service to support his

needs and to assist with risk management. A suitable facility was not available within Dorset so the National Probation Service, as lead agency, made referrals to a number of different accommodation projects throughout the country. The outcome of this was that Offender Y was accepted in principle for a specialist Probation Approved Premise (AP) outside of Dorset. This AP placement was the foundation block of the risk management plan for release. This AP had specific expertise in operating in a psychologically informed way to take account of residents' personality traits. The AP also had close links with local services including drug and alcohol support and mental health teams. The timing of moving-on from the AP was recognised as being critical for Offender Y as he needed to have developed a period of stability in preparation for this significant change. For this reason, the AP did not stipulate a minimum or maximum length of stay for Offender Y.

Category 2, level 2 MAPPA meetings were held in Dorset with the purpose of bringing together the relevant multi-agency professionals prior to the Parole Board review. This ensured that the resources required for the release plan were in place, should the Parole Board direct release. It was essential that attendees included Dorset MAPPA agencies and those from the proposed area for re-release. Attendees from the National Probation Service included representatives from the Offender Management teams in both Dorset and the new area, plus the manager of the AP. The Police from Dorset and the new area were also represented. Other agencies included the Prison Service, NHS Mental Health Services from within the Prison and from the new area. The Dorset based housing authority also attended. Five level 2 meetings were held to ensure that information was shared with all agencies involved and a clear release plan was agreed and resourced. This plan included

- Specialist AP accommodation on release.
- Probation oversight and transfer to the new area.
- Briefing of local Police in the new area regarding the risk assessment and contingency plans.
- A clear care plan from mental health services involving the Community Mental Health Team and Forensic Services, initially focussing on PTSD before progressing with Personality Disorder interventions.
- Floating keyworker support to assist with practical resettlement activities.
- Local alcohol misuse service to provide support to manage alcohol use in the community, particularly to avoid using it as a mechanism to manage stress.
- Housing authority (Dorset based) – to fulfil statutory responsibilities regarding supporting Offender Y to obtain move-on accommodation.

This case was reviewed by the Parole Board in 2018 and re-release was directed. Offender Y was subsequently released to the AP in the new area. He has continued to engage with the multi-agency risk management plan, including psychological interventions. He has now progressed to independent accommodation and has the support of key worker. There have been no concerns regarding escalating risk.

This case demonstrates the importance of multi-agency cooperation, regardless of geographical boundaries. In this case, the specialist resources available outside of Dorset were accessed via MAPPAs to effectively manage the risk posed by Offender Y.

3. A Final Word From Our Lay Advisors:

It has been a busy and productive year for us as lay advisors to Dorset MAPPAs. We have continued to attend, contribute and challenge at each SMB meeting. This has involved us taking part in the monitoring and evaluation of MAPPAs functioning within the county. We pose questions from the lay perspective around all aspects of MAPPAs work.

In particular this year we have noted an improving level of attendance at MAPPAs 2 and 3 meetings by the DTC agencies in general. The MAPPAs coordinators have put together and delivered bespoke training to certain DTC agencies, which has been very well received.

Over the past year we are pleased to report that during our observation of MAPPAs 2 and 3 meetings the Chairing and has been thorough, inclusive and has delivered clear risk management planning.

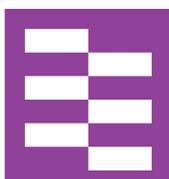
We also attend SCR subgroup meetings at which we have noted the comprehensive evaluation of data taking place and the subsequent roll out of reflective learning from the SCR to all appropriate agencies.

As we come to the end of our tenure as Lay advisors to Dorset MAPPAs we can report that the functioning of our local MAPPAs remains robust and continually improving, helping to contribute to effective public protection for the people of Dorset.

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

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