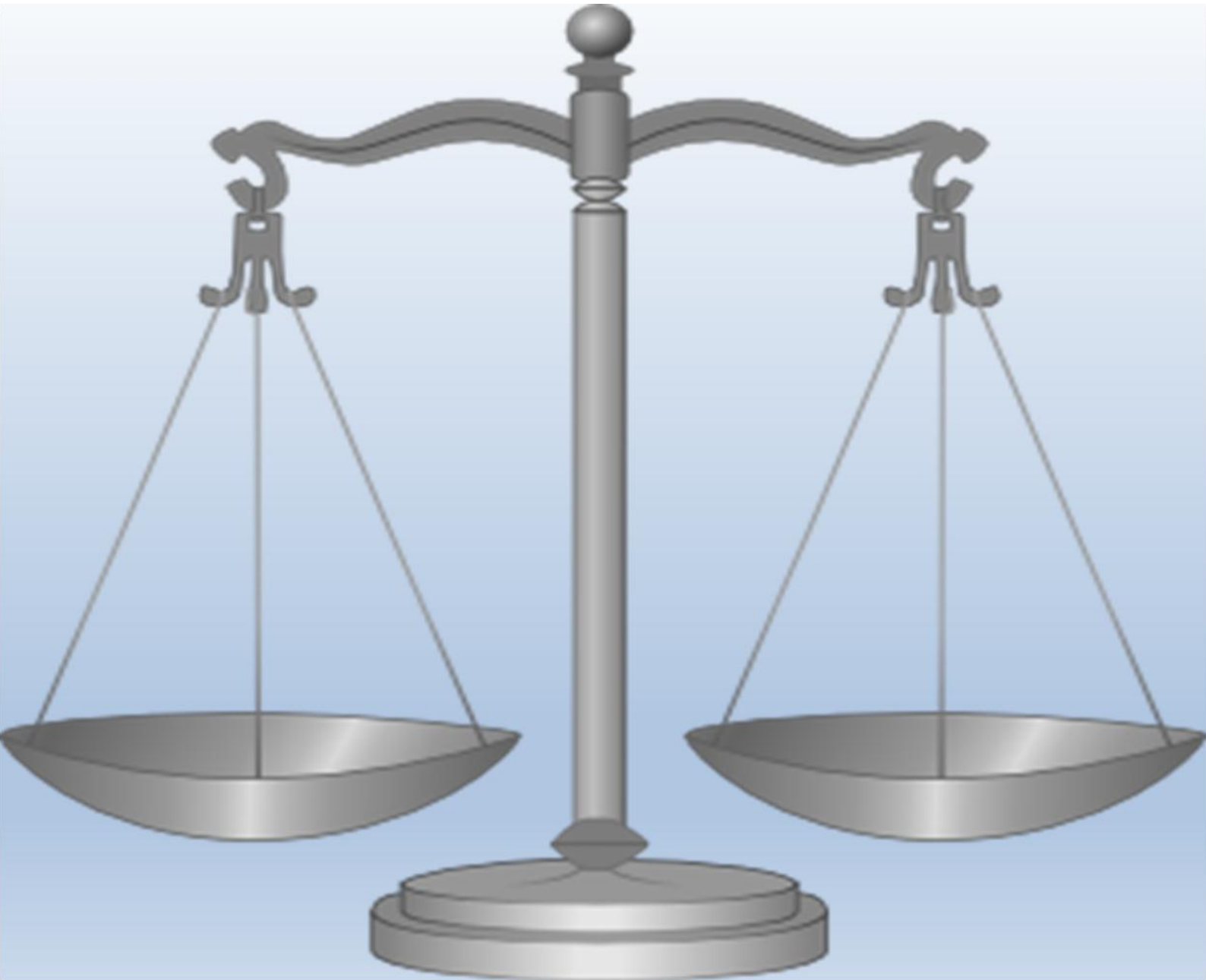




DORSET 2016-2017



Annual Report

Intro

Local Introduction to MAPPA

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

Public protection remains our highest priority and we continue to work in full collaboration with our criminal justice partners, and other partner agencies in order to protect our local communities from harm.

Meeting the needs of victims remains an integral part of the strategic planning for the Responsible Authorities within MAPPA: Her Majesties Prison and Probation Service (ie the National Probation Service and Prisons) and the Police. We continue to be supported by organisations who have a 'duty to cooperate' under the umbrella of MAPPA: for example local Mental Health teams, Forensic Health Services, Safe Guarding Teams and Housing Authorities. The safe guarding of children and vulnerable adults and potential victims is central to our work within MAPPA.

Under these arrangements the statutory services work closely together in order to identify, risk assess and manage violent and sexual offenders. Whilst it is recognised that these groups of offenders make up a small proportion of crime committed it is also recognised that the harm caused is significant both to the victims but also their families and friends.

Information sharing is 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 in order 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 in order 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 Dorset
National Probation Service

Mark Cooper

Assistant Chief Constable
Dorset Police

James Lucas

Governor HMP Guys Marsh
Prison Representative for Dorset 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 involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no MAPPA formal meetings);
- **Level 2** is where the active involvement of more than one agency is required to manage the offender.
- **Level 3** is where risk management plans require the attendance and commitment of resources at a senior level.

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 2017

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	748	191	0	939
Level 2	3	1	1	5
Level 3	1	1	1	3
Total	752	193	2	947

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	15	8	20	43
Level 3	3	2	4	9
Total	18	10	24	52

RSOs cautioned or convicted for breach of notification requirements

18

RSOs who have had their life time notification revoked on application

3

Restrictive orders for Category 1 offenders

SHPOs, SHPOs with foreign travel restriction & NOs imposed by the courts

SHPO	69
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)

1

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	0	1	0	1
Level 3	0	0	0	0
Total	0	1	0	1
Breach of SOPO				
Level 2	3	0	0	3
Level 3	0	0	0	0
Total	3	0	0	3

Total number of Registered Sexual Offenders per 100,000 population	109
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This figure has been calculated using the Mid-2016 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 2017 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2016 to 31 March 2017.

(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 under ordinary agency (Level 1) arrangements rather than via 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.”) 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.

(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.

(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 behavior. It 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 done 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.

Individuals subject to indefinite notification 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 applies from 1 September 2012 for adult offenders.

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s. 4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO)/Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website:

<https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>

Local Dorset

1. Performance:

Dorset has built upon the high performance of 2015-2016 to achieve continued excellent results during 2016-2017 against the Multi Agency Public protection (MAPPA) Key Performance Indicators (KPIs). It is of particular note that attendance at MAPPA meetings has been steady and there has been 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 2016-2017 attendance by the Duty to Cooperate agencies achieved an overall attendance of 97% 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 addition the MAPPA SMB has achieved an objective to audit at least 20 cases being managed at level 2 and level 3. This year we audited a total of 26 cases; 23 at level 2 and 3 at level 3. Examples of excellent practice were demonstrated across Dorset and all cases audited were well managed.

In cases where re-offending takes place Serious Case Reviews allow us to investigate and 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. There have been no new Serious Case Reviews(SCR) in MAPPA in this period and ongoing auditing of previous SCRs demonstrating improving local practice.

2. MAPPA Awareness training:

MAPPA Awareness training has been delivered to stakeholders again this year. It has received positive feedback from participants incorporating a high satisfaction rating as regards the events meeting their stated aims and objectives. A total number of four events took place, training a total of 98 professionals across the statutory and voluntary agencies within Dorset

3. Dorset Pathways Project (DPP):

This year we have continued to develop the Dorset Personality Disorder Pathway. One of the lead psychologists involved in the initiative, has continued to support Offender Managers (OMs) within Dorset NPS who manage offenders in the community who have personality disorder traits

It is recognized that Personality Disorder (PD) is hugely over represented within the offender population (10-18% in non-offender versus 49-68 % in offender population) and that HMPPS hold a statutory responsibility because of the high risk of harm posed alongside the stigma and challenges in working with this complex cohort of offenders who often present with significant barriers to accessing interventions.

The Dorset Pathways Project (DPP) launched in September 2013 when the strategy was rolled out Nationally. The DPP is not a separate assessment, treatment or management service. It is an additional consultation resource accessible to Dorset National Probation Service Offender Managers who are responsible for sentence planning and risk management.

There are four key components to the project which all function together :

1. Early Identification/Screening: Not diagnosing PD but identifying a caseload of high Risk of Serious Harm (RoSH) offenders who have personality difficulties linked to their pattern of offending.
2. Consultation: An formal process to discuss complex cases with the aim of developing formulations, think about engagement and ultimately reducing their future risk of serious harm
3. Development of Formulation and Pathway Planning: Developing a holistic understanding of an individual that links early experiences with the pattern of offences and current presentation including maintaining and triggering factors. Following this, recommendations are made both in terms of potential Pathway Plans for treatment/Intervention as well as how to work interpersonally in a more effective manner
4. Workforce Development : A core aim of the DPP is to build upon the existing workforce skills, knowledge and experience of staff by delivering an ongoing training program.

How does the Dorset Pathway Project (DPP) integrate with Dorset MAPPA

The relationship between the MAPPA process and the DPP has been continuing to develop in the last year. A clear process now exists in which cases under the DPP that are referred for MAPPA input are flagged. This subsequently enables a formulation to be prepared efficiently in order to contribute to the discussion around risk management planning. Between April 2016 and March 2017 the DPP has supplied seven formulations to inform MAPPA meetings. In addition, during consultations, the issue of whether MAPPA involvement would enhance any risk management plan is often considered and has at times prompted a referral. The case example below illustrates how the two approaches can collaborate effectively.

Dorset Pathway Project Case Example:

Mr X's index offence occurred in 2004 when he was convicted of Theft x 2, Robbery and Indecent assault on a male 16 or over. His most recent conviction was Failure to comply with a Notification Order. This was in the context of a relapse in substance misuse and making himself intentionally homeless which was a repeating pattern for Mr X and a significant factor related to the risk that he posed.

Historically, Mr X had been convicted of a number of violent offences and acquisitive offences. He also had a history of breaching his supervision requirements. In relation to other presenting problems, Mr X had a diagnosis of a Mixed Personality Disorder including elements of Dissocial and Emotionally Unstable Personality Disorder.

Following a MAPPA Level 3 meeting, it was agreed for a DPP Level 2 formulation (higher level) to be developed and that a joint visit should be arranged along with Mr Xs OM in order to discuss his formulation and repeating patterns of failure when transitioning to the community. This was facilitated and resulted in the identification of a number of key strategies that were subsequently fed back within the next MAPPA meeting to inform planning:

1. A consistent OM relationship to build up trust and openness.
2. Taking steps to decrease feelings of social isolation e.g. he purchased a mobile phone and could keep in touch with family and professionals.
3. Linking in with Substance Misuse Recovery Fellowship Meetings to continue to address his historical substance misuse.
4. To have a clear idea at the earliest stage possible of the plans for his subsequent accommodation after his stay at the Approved Premises (Probation managed, Ministry Of Justice approved accommodation for offenders who pose a high risk of harm upon release) so

that Mr X had an agreed plan for his next step and would be more motivated to work towards it.

5. Mr X was in need of structured activities to increase his social value and sense of inclusion. Planning a number of activities would be recommended to help him hold a sense of hope and develop a positive self-image.

6. To set up a meeting with all professionals directly involved with Mr X shortly after his release to ensure consistency in approach and understanding. At a minimum, this could include his Key Worker from the AP, his Offender Manager (Probation), his Offender Supervisor (Police), the PD Pathway Psychologist and the AP Manager.

Mr X was successfully released from custody and currently remains in the community.

4. Circles of Support:

Circles South West has this year continued to provide community-based Circles of Support and Accountability for people convicted of serious sexual offences who are considered to be at high risk of re-offending/causing serious harm. This initiative enables local communities to prevent further sexual abuse by known perpetrators. It is jointly funded by the National Probation Service and Dorset Police and Crime Commissioner, supported by grants from Trusts and Foundations.

Circles enables groups of carefully selected and trained local volunteers to work directly and intensively with people convicted of sexual offending. This innovative, strengths-based approach effectively contributes to the risk management of Category 1 MAPPA offenders.

"Circles is a proven way of not only enhancing risk management of high risk sex offenders within the community, but ensuring that they develop the necessary skills to manage their own risk in the longer term" MAPPA Coordinator, Dorset.

Circles work towards there being 'No More Victims' by reducing emotional loneliness; modelling appropriate adult relationships; supporting safe integration; and holding the core member to account for his behaviour. The Circle represents a community engaging with, rather than rejecting, someone trying to live without harming, putting local volunteers at its heart. Circles meet regularly (initially weekly) for 12-18 months and liaise closely with the Public Protection agencies.

"It has been massively helpful ... I can't really speak highly enough about the benefit it has had with my case" Probation Officer, National Probation Service.

Circles are delivered in accordance with National Standards, alongside the Offender Management weekly contacts and are rigorously audited by Circles UK on behalf of the Ministry of Justice. Independent evaluation published by the University of the West of England in 2016 concludes that: *"CoSA assists in the*

reintegration of sexual offenders into the community by providing pro-social support, role modelling, a positive platform and grounded assistance. CoSA provide social and emotional support to the Core Members.... being in a stronger position to live offence free in the community than at the beginning of their Circle”.

In 2016-2017 Circles South West coordinated 7 Circles in Dorset involving 28 Volunteers who between them gave 860 hours direct volunteering time. This translates to the value of around £12,000 in-kind.

“Circles has helped to give me the skills, experience and confidence to make positive changes in my life. I can talk honestly about anything that remotely relates to my offending past..... I honour and respect and live up to the support [volunteers] are giving me” Core Member

CoSA case Study: Dorset

In January 2015, the Core Member was convicted of arranging the commission of a child sex offence and sentenced to a four year custodial sentence. He was assessed as posing a high risk of serious harm to children.

He completed the Sex Offender Treatment Programme (SOTP) in custody and was released on licence towards the end of 2016. The Core Member identified how the offences were committed at a time when his life was becoming destabilised. He was not happy with his employment, his confidence was low and he had lost interest in some of his creative hobbies, which were significant for him.

The Circle commenced shortly after his release from custody and met on a weekly basis. He was initially residing in a Probation Approved Premises, but was isolated and struggled to develop purposeful activity. His only social contact was a weekly visit to his parents.

The initial meetings allowed the Circle to bond and the Core Member to develop trust.

At the outset the Core Member was reticent to discuss his personal thoughts and feelings. There was a sense that these meetings were somewhat superficial. This was appropriately challenged with the Core Member and he agreed to begin to share some of the content of an “emotions diary” that he had been asked to complete by his Offender Manager. There was also an acceptance from him that he should be more open to accept the support of the volunteers. This was significant as the Core Member began to find an avenue to express his emotions and obtain different perspectives. An example of the practical support provided relates to employment; the volunteers identified that he was making a detailed disclosure at the outset of each job application which led to little consideration being given to his applications. This was explored at a review meeting with Police and Probation Offender Managers and a revised approach was agreed. The volunteers were able to assist the Core

Member in making changes and soon afterwards he obtained full time employment. All disclosures were of course made to the employer.

This Circle recently ended. At the final review meeting the Core Member acknowledged that he initially found it difficult to engage with the volunteers. During the life of the Circle he obtained independent accommodation and full time employment in a job he finds stimulating. He has also started to develop an adult social network through colleagues at work. He has now started to value his leisure time and has returned to some creative interests. The Circles volunteers were not solely responsible for these developments, however, they actively motivated him to work towards achieving these objectives and supported him in overcoming any barriers.

It is also important to recognise the level of accountability developed. Throughout the life of the Circle relevant information has been shared with MAPPA agencies. This has benefited the risk management process. The Police and NPS have valued the contributions the Circle has made in supporting the Core Member to develop skills to manage his risk factors.

5. A final word from our Lay Advisors:

As Lay Advisors we are members of the community, who by reflecting the views of the community, play a crucial role in the MAPPA processes and express these views by attending the MAPPA SMB meetings. Lay Advisors’ feedback is a standing agenda item for Dorset SMB. Lay Advisors are volunteers and are not therefore paid for the time that they dedicate to MAPPA.

Lay Advisors are not required to have formal qualifications, just strong interpersonal skills, a balanced and objective approach and a genuine interest in making a contribution to public safety and public protection.

Dorset Lay Advisors have always been very valued members of the Dorset MAPPA team. They have always played a very important role within the development of Dorset MAPPA, making significant contributions to the audit process by undertaking both case file audits and auditing MAPPA meetings.

Lay Advisors observe all aspects of Dorset MAPPA and act as a critical friend.

Here in Dorset we observe a number of MAPPA meetings each year, but as per MAPPA guidance we are not allowed to formally contribute. We do however feed our views back to the Chairs on the performance of participating organisations, and the effectiveness of the Chair to maintain and keep to the agreed process. As lay Advisors we also report back to the MAPPA co-ordinator and to the Senior Management Board (SMB) to improve outcomes.

Thank you:

Once again, we would like to thank all of the professionals working across the Responsible Authorities, Lay Advisors and the Duty to Co-operate agencies for their commitment to delivering MAPPA to a very high standard across Dorset for the purpose of achieving public protection and preventing further victims by changing lives.

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

www.gov.uk

National
Probation
Service



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