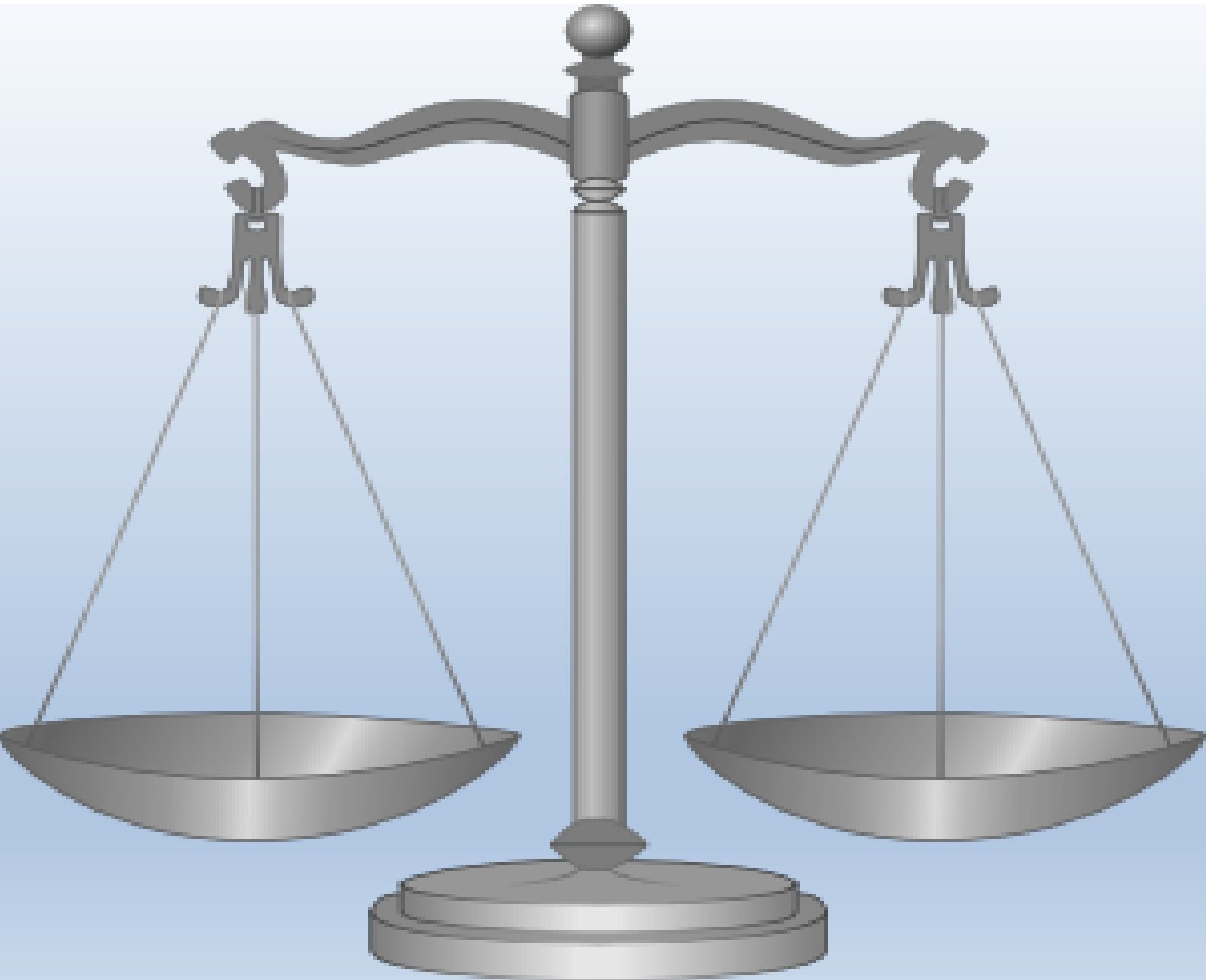




DORSET 2017 - 2018



Annual Report

Introduction

The Dorset Multi Agency Public Protection Arrangements (MAPPA) Strategic Management Board (SMB) is once again 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 Majesty's Prison and Probation Service and the Police. We continue to be supported by organisations which have a 'duty to cooperate' under the umbrella of MAPPA: for example, local Mental Health teams, Forensic Health Services, Safeguarding 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 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 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

James Lucas

Governor HMP Guys Marsh
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 involving the higher risks of serious harm.

- **Level 1** involves ordinary agency management (i.e. managed by the lead agency with no formal MAPPA 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 2018				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	768	167	0	935
Level 2	11	6	1	18
Level 3	0	0	1	1
Total	779	173	2	954

MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	20	8	8	36
Level 3	3	1	3	7
Total	23	9	11	43

RSOs cautioned or convicted for breach of notification requirements	30
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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	80
SHPO with foreign travel restriction	0
NOs	1

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

Total number of Registered Sexual Offenders per 100,000 population	113
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This figure has been calculated using the Mid-2017 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 2018 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2017 to 31 March 2018.

(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 page

1. Performance:

Dorset has built upon the high performance of 2016-2017 to achieve continued excellent results during 2017-2018 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 2017-2018 attendance by the Duty to Cooperate agencies achieved an overall attendance of 92.3% 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 25 cases; 17 at level 2 and 8 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 82 professionals across the statutory and voluntary agencies within Dorset.

3. Dorset Substance Misuse Services:

Dorset delivers a variety of substance misuse services ranging from harm reduction to substitute prescribing to total abstinence based programmes. Total abstinence is always the final goal but this is often achieved most effectively via a combination of treatment packages. Recovery from drug and alcohol misuse is a complex and demanding journey and one that is sometimes achieved in stages.

The accredited substance misuse providers across Dorset work in cooperation with MAPPA. Whilst they are not strategic partners they assist in the MAPPA process by attending meetings when invited, offering treatment packages when it is appropriate to do so and thereafter sharing the offenders progress with MAPPA. Drug and alcohol misuse can be a trigger in terms of the risk posed. Substance misuse can act to disinhibit in terms of further offending. When tailored treatment is offered to this category of offenders the risk they pose to the public and specific victims can be significantly reduced.

Substance Misuse Case Study:

Mr X was convicted for an offence of Arson Endangering Life. He received a 2-year custodial sentence suspended for 2 years. At this stage Mr X had been assessed as presenting a medium risk of harm to the public. Immediately post sentence, Mr X relapsed into significant alcohol misuse, a factor linked to the index offence. As such, the risk was reviewed and re-assessed as high. He then committed a further offence of criminal damage and was rendered no fixed abode. The decision was made to refer into MAPPA level 2, the purpose being to enable all agencies to formally meet and establish roles and responsibilities to effectively managing the risk he posed in the community. The pressing concerns at the point of the MAPPA level 2 referral were housing, substance misuse and mental health. At the MAPPA meeting all three risk factors were discussed in terms of public protection and Mr X's rehabilitation. Mr X was presenting as chaotic. All agencies agreed that to date he had not engaged in any meaningful way with psychosocial interventions focussed on addressing his substance misuse and had failed to engage with the Community Mental Health Team (CMHT). The CMHT representative suggested an urgent referral to Clouds, a specialist residential drug and alcohol holistic abstinence based rehabilitation

treatment centre. The substance misuse team representative stated that they did not have sufficient influence to follow this route and that they would have to follow standard, lengthy procedures. The CMHT, with Mappa support, were able to make a priority referral. Furthermore, during this MAPPa meeting it was agreed that contact from the substance misuse team would increase two fold and would now involve a specialist Criminal Justice support worker. Contact was established between agencies to ensure information would be shared swiftly and regularly in order to ensure any noncompliance was dealt with expeditiously. To date this arrangement has been working well. The Clouds referral has been completed with the support of MAPPa behind it. Without the process of MAPPa it is unlikely that the Clouds residential rehabilitation facility would have even been an option. Public funding is scarce and reserved for specialist referrals. MAPPa has afforded Mr X a meaningful opportunity to address the root causes of his offending and in so doing have assured the risk he poses to his local community is diminished.

4. Dorset Police MOSOVO Team:

MAPPa in Dorset works closely alongside the MOSOVO Team: Management of Violent and Sexual Offenders subject to MAPPa headed by the Detective Inspector.

Dorset Police MOSOVO unit are one of the responsible authorities within multi agency public protection arrangements and integral to the management of offenders, working closely with HMPPS and other duty to co-operate agencies. The MOSOVO unit manage registered sex offenders (RSOs) in the community together with violent offenders managed under MAPPa.

The MOSOVO team is comprised of police officers, detectives and police staff investigators operating pan-Dorset from both Bournemouth and Weymouth police station. These officers are known as 'Offender managers' or OM's. They are responsible for the daily management of RSOs and violent offenders across the force. There are two operational teams based at Bournemouth and one at Weymouth, with each team being supervised by a detective sergeant.

The MOSOVO team also incorporates the ViSOR (Violent & Sex Offender Register) unit, which comprises of a Police staff administrator. ViSOR is a confidential database used solely for the management of violent and sexual offenders.

A Detective Inspector is in charge of the MOSOVO unit and attends all MAPPa meetings.

MOSOVO Team Case Study

Mr X was accepted into MAPPa level 3 management as a high risk Registered Sex Offender. He was subject to a Sexual Harm Prevention Order to manage the risk he presented to others particularly online.

Dorset Police MOSOVO unit worked in collaboration with the National Probation Service together with other agencies as part of MAPPa to share information and identify a risk management plan. The risk management plan included applying appropriate monitoring and review of Mr X, assessing housing options, completing a psychiatric assessment, identifying appropriate intervention and care, together with safeguarding victims from future harm.

Whilst agencies worked toward the risk management plan focussed on supporting Mr X and mitigating future risk, Dorset police acted positively on information received and investigated Mr X for suspected breaches of his Sexual Harm Prevention Order. Such investigations resulted in further convictions.

Dorset police MOSOVO unit remained engaged within the MAPPa process whilst Mr X remained in custody and pending release into the community. Furthermore, Mr X also reported being a victim of crime, with such reports being investigated by neighbouring police forces and shared through MAPPa. The information gathered during the police investigations aided the development of the risk management plan identified by the MAPPa panel.

Prior to Mr X's release, Dorset Police created an Absconder Contingency plan focussed on locating Mr X were he to abscond, together with safeguarding victims and protecting the public.

The MOSOVO unit shared information during MAPPa meetings relating to Mr X aiding Dorset Forensic Team to undertake relevant psychiatric intervention, complete assessments and manage a treatment plan.

Upon release of Mr X from HM Prison, Dorset police MOSOVO unit again commenced an investigation into further suspected breaches of his Sexual Harm Prevention Order resulting in arrest and subsequent charge and conviction. Moreover, during the investigation digital media devices were seized from Mr X and examined by Police, who were able to utilise information therein to identify further offences, protect the public and share information that contributed to the MAPPa risk management plan.

Public safety has been achieved as Mr X is now subject to a hospital order, within secure accommodation, undergoing psychiatric assessment and treatment.

5. A final word from our Lay Advisors:

Dorset MAPPA Lay Advisors are members of the Dorset community. We are not required to have formal qualifications, just good interpersonal skills, a balanced and objective approach and a genuine interest in making a contribution to public safety and public protection. The role is extremely interesting and rewarding, and one that we would recommend to others. It is a volunteer role. We have both felt very welcomed by all agencies involved in Dorset MAPPA.

As Lay Advisors we have continued to attend MAPPA Level 2 and Level 3 meetings as observers, and Serious Case Reviews and the Strategic Management Board as participants. We have continued to provide a degree of professional challenge to the processes as a 'critical friend'. We are pleased to say we have observed some outstanding multi-disciplinary team work which has facilitated offenders to move forward, resulting in lessened risks to the public.

We have taken part in regular multi-disciplinary audits of cases. The audits look at how cases have been managed by MAPPA, including time scales and management of risk.

Dorset MAPPA ran an 'away day' earlier this year for a range of professionals, including Lay Advisors. It was a successful and informative day, and provided an opportunity for reflection and discussion with colleagues.

As we approach our final year in role, we look forward to continuing to add our independent voice to ensure that MAPPA in Dorset remains robust and continually improving.

[Dorset MAPPA Lay Advisors](#)

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