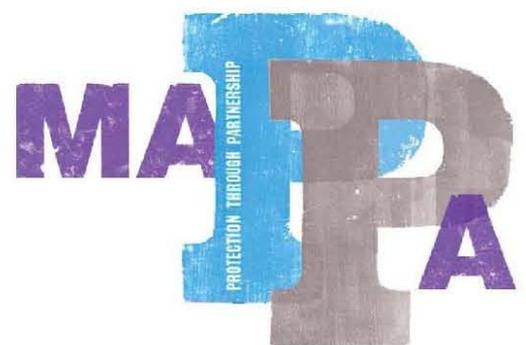


Dorset



Annual Report 2013 - 2014



Introduction

The Dorset MAPPA Strategic Management Board is pleased to present this Annual Report to the residents of Dorset. Dorset is a low crime area, relative to other counties and the number of sexual and violent crimes committed represents a small proportion of the total recorded crime in this county, but 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 that commit these crimes and meeting the needs of victims remains a high priority for the Dorset Police, the National Probation Service, (NPS), Dorset cluster and Prison Services.

The Multi-Agency Public Protection Arrangements are a significant contribution to the work that takes place. Under these arrangements these Statutory services work closely together with other key partners, including those responsible for Safeguarding arrangements for children and adults, and those who may pose a risk through Extremism activities, to identify, assess and manage violent and sexual offenders. It is never possible to eliminate risk entirely; however what can be expected is that all reasonable steps have been taken to reduce the risk of serious harm to the public from known offenders.

This Annual Report offers an opportunity for MAPPA to demonstrate it is accountable to the community in Dorset for the management of violent and sexual offenders. It sets out statistics showing the number of offenders managed under MAPPA by category and level and describes the work that is undertaken by the agencies involved in the Multi-Agency Public Protection Arrangements. This is evidence of the commitment we have to making Dorset a safe place to live and work

The number of registered sex offenders continues to rise year on year as expected and will continue to do so for the foreseeable future. This does not mean that there are any more sex offenders in the community than there were previously but that every sexual offence conviction now results in a requirement to register. Many sex offenders are

required to register for the rest of their lives so will never come out of the statistics.

Sexual offenders cause a great deal of anxiety and although the figures are low the public are understandably concerned about sex offenders in the community and the risk that they pose. There is no typical sex offender and not all sex offenders pose a risk to the general public. The vast majority of sexual offences are committed by offenders who are generally known to their victim either a family member, a friend or acquaintance. Managing the risk posed by sex offenders is complex and cuts across the organisational boundaries of all the authorities concerned. Research suggests however that when offenders have stability in their lives and are well integrated into their community, they are less likely to offend. It is therefore important that all the agencies concerned work together to achieve this. However it is also important that early warning signs are acted upon. The number of offenders returned to custody for breach of licences (recall) indicates the way in which information sharing between the professionals in the statutory and voluntary sectors allows for the rigorous enforcement of licence requirements.

One of the most important partners in public protection are members of the public and it is vital that they are aware of their responsibility to protect vulnerable members in our community by having the confidence to report any concerns and to have faith in their local services to act promptly and appropriately to ensure the most vulnerable are protected. Dorset MAPPA is committed to looking to develop ways in which the community can take on a more active role in public protection.

Tina Ridge

Head of Dorset National Probation Service

David Lewis

Assistant Chief Constable Dorset Police

Andy Rogers

Deputy Director of Custody (South West)

What is MAPPA?

MAPPA background

- (a) 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.
- (b) 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.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, UKBA, Jobcentre Plus and Local Housing and Education Authorities.
- (d) 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 duty to co-operate agencies.
- (e) Lay Advisers are members of the public with no links to the business of managing MAPPA offenders and 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 by the agencies in order to inform the risk assessments and risk management plans of those managing or supervising them.
- In the majority of cases that is as far as MAPPA extends but in some cases, it is determined that active multi-agency management is required. 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** – (in the main) violent offenders sentenced to imprisonment for 12 months or more; 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 management levels intended to ensure that resources are focused upon the cases where they are most needed; generally those involving the higher risks of serious harm. **Level 1** involves ordinary agency management (i.e. no MAPPA meetings or resources); **Level 2** is where the active involvement of more than one agency is required to manage the offender but the risk management plans do not require the attendance and commitment of resources at a senior level. Where senior oversight is required the case would be managed at **Level 3**.

MAPPA is supported by ViSOR. This is a national IT system for the management of people who pose a serious risk of harm to the public. The police have been using ViSOR since 2005 but, since June 2008, ViSOR has been fully operational allowing, for the first time, key staff from the Police, Probation and Prison Services to work on the same IT system, thus improving the quality and timeliness of risk assessments and of interventions to prevent offending. The combined use of ViSOR increases the ability to share intelligence across organisations and enable the safe transfer of key information when these high risk offenders move, enhancing public protection measures. The MAPPA report for England and Wales is published online at:

<https://www.gov.uk/government/organisations/ministry-of-justice/series/multi-agency-public-protection-arrangements-mappa-annual-reports>

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2013 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2012 to 31 March 2013.

(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 (665 this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement”). Failure to comply with the notification requirement is a criminal offence which 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 and offenders disqualified from working with children.

(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 MAPP meetings.

(e) Breach of licence – offenders released into the community following a period of imprisonment of 12 months or more 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 Offences Prevention Order (SOPO) – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.

(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) Foreign Travel Orders – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2014				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	606	213	-	819
Level 2	6	12	5	23
Level 3	0	1	1	2
Total	612	226	6	884

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	21	28	15	64
Level 3	3	3	1	7
Total	24	31	16	71

RSOs cautioned or convicted for breach of notification requirements	15
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Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	44
NOs	2
FTOs	0

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	8	0	10
Level 3	0	1	0	1
Total	2	9	0	11
Breach of SOPO				
Level 2	0	-	-	0
Level 3	0	-	-	0
Total	0	-	-	0

Total number of Registered Sexual Offenders per 100,000 population	90
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This figure has been calculated using the Mid-2013 Population Estimate: Single year of age and sex for Police Areas in England and Wales; estimated resident population, published by the Office of National Statistics on 26 June 2014, excluding those aged less than ten years of age.

Local page

Key achievements:

- Development of a new Housing protocol for MAPPA offenders: In 2013 the Strategic Management Board housing representatives with the MAPPA co-ordinator, worked together to develop a new MAPPA Housing protocol for MAPPA Offenders managed via Level 2 and Level 3 arrangements. This went live in October 2013 with all of the Local Authorities signing up to the protocol. An awareness raising package was developed to support the protocol. The awareness raising package has been incorporated into the 1 day MAPPA awareness raising event and has received positive feedback. We are already seeing the benefits of the new protocol in terms of our ability to house the most dangerous offenders, meet the needs of the Dorset communities and achieve public protection. Other MAPPA areas in the South West have recognised the Dorset MAPPA housing protocol as a comprehensive and commendable piece of work and plan to use it to inform their own development within this area.
- The high standards which Dorset MAPPA has set have ensured that we have achieved 100% against the timeliness of reviews KPI: The Key Performance Indicators for MAPPA demand that Level 2 offenders who are in the community are formally reviewed via a meeting every 16 weeks and Level 3 offenders every 8 weeks. In Dorset we aim to review Level 2 offenders every 12 weeks and Level 3 offenders every 4 weeks.
- Dorset MAPPA continue to work closely with Circles of Support and Accountability South West (CoSA) - see below for more information. CoSA South West committed to delivering between 4 and 6 CoSAs per year between 2012 – 2015. During the 2013 – 2014 financial year 4 MAPPA high risk of serious harm sex offenders benefited from and completed a CoSA.
- The MAPPA training package, has continued to receive excellent feedback from attendees. The training programme includes a 1 day awareness raising event delivered jointly by the Police MAPPA Detective Inspector and the MAPPA co-

ordinator. Bespoke events are also delivered for agencies on request. These are delivered by the MAPPA co-ordinator. This year well over 100 professionals have taken part in the 1 day awareness raising event or a bespoke training event.

- Dorset MAPPA continues to receive high level support from Duty to Co-operate agency staff, as reflected in the KPI measuring attendance at level 2 and 3 meetings over 2013 – 2014 by duty to co-operate agency staff.
- The MAPPA SMB has achieved its objective to audit at least 20 cases being managed at Level 2 or Level 3 over the course of the year. The case file audit has shown examples of excellent practice across Dorset MAPPA and confirms that all cases are managed to a “case well managed” standard.

Who are the SMB and what do they do?

The SMB is made up from senior managers from the Responsible Authority (RA), and senior managers from the duty to co-operate agencies (DTC). From the RA representatives include the Head of Dorset National Probation Service, (who currently also chairs the SMB), a Senior Manager representing the Dorset prisons, as well as the wider prison estate and the Dorset Police Superintendent responsible for the management of MAPPA offenders and the Integrated Offender Management Team. From the DTCs we have Senior Management representation from both the East and the West Housing Authorities, who also represent landlords across Dorset, Adult social services and Children’s social services, the Local Health Trust, the Youth Offending Teams and both of the Dorset Lay Advisors. The group formally meet every quarter. At these meetings progress and developments are fully reviewed via the business plan. The business plan is a working document that all members of the SMB can access at any time throughout the year.

In Dorset members of the SMB take an active role in ensuring that MAPPA is effectively delivered and developed, with each monitoring their agencies engagement with and contribution to, MAPPA. Part of this involves the MAPPA co-ordinator collecting detailed attendance statistics from every MAPPA meeting held. Across Dorset there is a high level of attendance and co-

operation by all agencies involved with MAPPA. This is demonstrated via Dorset's high level performance against the MAPPA Key Performance Indicator set (KPIs), which are fed back to the central MAPPA team on a quarterly basis.

The MAPPA Co-ordinator:

MAPPA co-ordinator is very much a developmental role, including working jointly with the Detective Inspector responsible for the Police Integrated Offender Management team to deliver MAPPA awareness training to the duty to co-operate agencies across Dorset. The MAPPA co-ordinator also delivers bespoke training to Police staff, Youth Offending Team staff, Prison staff and others on request. These training packages are constantly being developed and changed so that they are completely up to date and meet the needs of participants. These events aim to encourage partnership agencies' involvement with MAPPA to support the protection of the public and specific individuals.

In addition, the MAPPA co-ordinator is responsible for the development of the MAPPA operational team. This includes the MAPPA Chairs, (made up of Senior Probation Officers and Police Detective Inspectors), the MAPPA Administrators and the Lay Advisors.

The MAPPA co-ordinator works to the SMB and is responsible for ensuring that the Dorset MAPPA business plan is fully achieved.

Local operation of MAPPA:

Dorset MAPPA continue to have monthly Level 3 MAPPA meetings, chaired by the MAPPA co-ordinator. They are always attended by the Responsible Authority Senior Managers from Police and Probation, as well as senior representatives from Dorset Forensic Team. Senior management attendance ensures that decisions about allocating resources to manage risk can be made instantly, and that senior managers across agencies are fully sighted and involved in the management of the critical few. Every case managed at Level 3 is reviewed on a monthly basis (the national target being set at a review every 8 weeks).

In addition, there are four MAPPA Level 2 meetings every month held across the county. These are chaired by the MAPPA co-ordinator, local Senior Probation Officers and the Police Integrated Offender Management Detective Inspector. Dorset aims to review cases managed at Level 2 every 12 weeks (the national target

being set at a review every 16 weeks). Prison staff attendance at MAPPA meetings has been excellent, aided in some cases by the use of telephone conferencing facilities and video link. The National Probation Service Victim Liaison Officer also plays a very important role within MAPPA meetings and in the Offender Management of MAPPA designated individuals, providing the voice of the victim and a balance to reflect the needs of victims within our local community. Other Duty to Co-operate agencies have generally good levels of engagement with small pockets of improvement addressed by the respective safeguarding leads.

Disclosure is considered at every MAPPA meeting in Dorset in line with national guidance. This is monitored centrally as well as via our internal Quality Assurance audit process. Disclosure is the sharing of information about MAPPA offenders with a third party, for the purpose of protecting the public and safeguarding vulnerable adults and children. The third party could be a member of the public such as a victim, an employer, a person forming a relationship with an offender, or a person acting in a professional capacity but not party to the MAPPA. For disclosure to be made the MAPPA group must consider if the disclosure is necessary, proportionate, justifiable, and if agreed, how it will be implemented. On this basis there are times when disclosure is not agreed.

Quality Assurance:

The MAPPA SMB performance subgroup is led by the Head of Dorset National Probation Service, who is also the SMB Chair. Its aim is to ensure that MAPPA is delivered across Dorset to the highest of standards, and that where areas for development or improvement are identified, the necessary steps are taken to achieve this. The SMB performance subgroup includes the two Lay Advisor members of the MAPPA team. They carry out regular audits of the cases managed at Level 2 and 3 by MAPPA to ensure that robust risk management plans are in place and that all actions are carried out by the agencies involved in managing the case. They also monitor the use of resources so that they are used in the most cost effective manner and make sure the standards set in the MAPPA National Guidance continue to be met.

The Lay Advisors also audit MAPPA meetings by attending Level 2 and 3 meetings. Specifically they consider standard of chairing, the standard of risk management plans, the delivery of these and the involvement of partner agencies. The feedback from MAPPA meeting audits has been

very positive to date, with all meetings achieving scores of either satisfactory or good (good being the highest standard). Areas for improvement are always discussed and changes made in line with national guidance.

Serious Case Review (SCR), sub-group:

The SMB SCR subgroup is led by the Police Superintendent. The group meets every quarter and includes senior representation from the Responsible Authority, housing, health and the Lay Advisors. Other SMB members can join the group as required. The subgroup ensures that actions plans from any Dorset MAPPA SCR are fully implemented and that the learning from an SCR is used to fully inform best practice across agencies moving forward. Additionally, it reviews any cases where a discretionary SCR could take place, as well as reviewing the learning from non-MAPPA SCRs which could inform MAPPA best practice.

Circles of Support and Accountability:

Dorset MAPPA works closely with Circles of Support and Accountability South West (CoSA). CoSA is the communities response to the risk of serious harm and reoffending posed by convicted sex offenders who live within the community post sentence. CoSA is recognised as being an effective way to ensure that sex offenders have the support of the community and are held to account for their offending and subsequent actions so they are safely reintegrated within the community. CoSA work with the highest risk sex offenders identified via MAPPA. There has been an active number of CoSAs running across Dorset for several years now with very positive results for communities, the volunteers and the offenders. For more information about CoSA, including information on how to become a volunteer, please visit their website: www.circles-uk.org.uk/local-projects/south-west-england

ViSOR

Dorset MAPPA is committed to maintaining and developing the excellent information sharing that takes place between the three agencies that make up the Responsible Authority – Police, Probation and Prisons. In recent years all three agencies have gained access to a shared national data base where minutes of all MAPPA meetings on offenders are stored. Dorset's commitment to developing the use of this database is reflected in the business plan which aims to increase the number of staff who are able to access this across Police, Probation and the Prisons.

The Offender Manager:

Offender Managers play a critical role within MAPPA, being the main point of contact with the Offender and partner agencies. It is primarily the responsibility of the Offender Managers for ensuring the identification of MAPPA offender and for referring them in a timely manner.

Tim:

I work as an Offender Manager for the National Probation Service Dorset, based in Bournemouth and I manage offenders within the scope of MAPPA. I have found that MAPPA provides a framework of accountability in which agencies can work together in a structured way to manage the risk of serious harm. As a lead agency practitioner, I am able to obtain information from partner agencies within MAPPA to support the development of robust risk management plans. Actions plans arising from MAPPA meetings ensure that each agency has clarity regarding their specific responsibilities. This avoids the duplication of activity and reduces the likelihood of important actions being missed.

Martin:

I am an Offender Manager accountable for rehabilitating and enforcing conditions on offenders with the aim of managing the risk they present of causing serious harm. Devising a robust, reasonable and proportionate risk management plan to protect potential victims is at the forefront of my work. The MAPPA approach is an invaluable forum to question, test and amend a risk management plan as it requires all necessary agencies to get together and discuss the case from the different agency perspective.

The process have proved very useful on many occasions when trying to overcome an obstacle such as housing registration, child protection 'gaps' and victim protection via added measures being agreed and actioned.

As an Offender Manager it gives me a sense of reassurance when plans are robust, great assistance to get things done when there is a sticking point, However perhaps the most valuable outcome is not feeling alone. Having the support and help of the MAPPA co-ordinator for advice and sometimes correction makes the job a lot more manageable.

Victim Liaison Officers (VLO):

In Dorset we have one VLO, who is a very important member of the Dorset MAPPA team. She is employed by the National Probation Service and is a qualified Probation Officer. We

also link in with VLOs based around the country to ensure that the victims of all the offenders that we manage via Dorset MAPPA are fully represented at meetings.

A few words from the Dorset VLO:

MAPPA is an over arching principle which is present throughout my work with victims and the Victim Contact Scheme. It starts at my initial contact with victims when I am usually asked "how does Probation work with dangerous offenders, who are very manipulative?" I am confident when talking through the MAPPA process, including how victim's views are represented along with my risk assessment, which takes into account, vulnerability, re-victimisation and harm. I also provide Probation Offender Managers with recommendations for no contact conditions and exclusion zones; these are presented to and supported by MAPPA. These conditions can be central to reducing perceived fear and further psychological harm to victims. I know that MAPPA provides reassurance for most victims as they know that all agencies are working together. Victims are told that all agencies have the same information and work from the same risk management plan to ensure that victims are safe and the public is protected. Victims are also reassured knowing that their confidentiality is respected; MAPPA protects them and their information which further reduces psychological harm. The whole MAPPA process is a huge protective factor for victims; this includes current victims, previous victims and potential victims. The victim feedback survey currently indicates excellent outcomes.

The Lay Advisors:

Hello , I am Gabrielle and have been a Lay Adviser since Dec 2008. I retired in 2007 having been a teacher/trainer in the Care sector during the latter years of my career and wanted to be involved in voluntary work which would put elements of my knowledge and experience to good use on behalf of the community. After interview I was offered the position of Lay Adviser, one of two, with Dorset MAPPA. As a

Lay Advisor I ask questions from the public's perspective and act as a 'critical friend'.

I attend Level 2 and 3 meetings to audit the standard of Chairing, the standard of the risk management plans developed by the multi agency group to manage and reduce the risk of MAPPA offenders, promote the safeguarding of children and vulnerable adults and make sure the public are protected. I can report on behalf of the public that the Chairing of these meetings is robust and thorough. It is good to note the attendance of the Multi - Agencies involved and the thoroughness of the process.

As a Lay Adviser I also attend a quarterly Performance sub-group where a paper-work audit is completed on the cases managed at Level 2 and 3. This paperwork is rigorously checked to see that the procedures followed by MAPPA are based on assessment of risks and needs. I can say that MAPPA across Dorset is working very effectively.

Strategic Management Board Meetings are quarterly and as a Lay Adviser we have a place on the Agenda to report back to the Board members. Other meetings attended include Ministry of Justice Lay Adviser events, MAPPA SMB Training and MAPPA Awareness raising events. Recently the Lay Advisors have been asked to contribute a slot on our observations of good practice at a MAPPA best practice Workshop for Probation Staff.

As you can see involvement has many interesting aspects; over the years our contribution has increased, it is both rewarding and challenging and it is about being part of a team achieving public protection on behalf of the community and protecting victims. This happens at a very high level in Dorset.

Thank you:

Once again, we would like to thank all of the professionals working across the Responsible Authorities 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.

The MAPPA report for England and Wales is published online at:

<http://www.justice.gov.uk/statistics/prisons-and-probation/mappa>