



Multi Agency Public Protection Arrangements

# DORSET 2019 -2020



## Annual Report



# Introduction

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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.

The purpose of MAPPA is to reduce the risk of eligible offenders causing serious harm to victims and members of the public. Acting to reduce risk means assessing both the likelihood that something foreseeable and harmful may happen and then putting in place the measures to contain and change those risks, wherever possible. But risk involves uncertainty and MAPPA aims to monitor changes in risks and react appropriately to such changes.

Through MAPPA and the work of all the services which together comprise the arrangements, the aim is to ensure victims are protected, risk is kept to a minimum by overseeing arrangements for the effective management of serious offenders and fewer people are harmed or fear being harmed. This should result in all communities feeling safer.

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 HM Prison Service.

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, Housing Authorities and Social Care. 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 the arrangements work in practice. Please note that we have published the statistics for 2019/20 later than usual as a result of the Covid-19 pandemic delaying access to data during lockdown.

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 Lay Advisors on our local SMB. These 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.

Every year we strive to better safeguard the public through MAPPA but we are not complacent. We continually review and update these arrangements in order to provide the highest level of protection to the communities of Dorset.

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## **David Daddow**

Dorset MAPPA SMB Chair  
Prison Representative for Dorset MAPPA

## **Ben Hargreaves**

Detective Chief Superintendent  
Dorset Police

## **Toni Shepherd**

Acting Head of Service, Dorset  
National Probation Service

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# What is MAPPA?

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## 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](http://www.gov.uk)

# MAPPA Statistics

<b>MAPPA-eligible offenders on 31 March 2020</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	840	171	–	1011
Level 2	6	2	12	20
Level 3	0		1	1
Total	846	173	13	1032

<b>MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	17	11	27	55
Level 3	0	1	1	2
Total	17	12	28	57

<b>RSOs cautioned or convicted for breach of notification requirements</b>	50
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<b>RSOs who have had their life time notification revoked on application</b>	12
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<b>Restrictive orders for Category 1 offenders</b>	
<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	78
SHPO with foreign travel restriction	0
NOs	0

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	1
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<b>Level 2 and 3 offenders returned to custody</b>				
	<b>Category 1: Registered sex offenders</b>	<b>Category 2: Violent offenders</b>	<b>Category 3: Other dangerous offenders</b>	<b>Total</b>
<b>Breach of licence</b>				
Level 2	4	4	3	11
Level 3	0	1	1	2
Total	4	5	4	13
<b>Breach of SOPO</b>				
Level 2	6	-	-	6
Level 3	0	-	-	0
Total	6	-	-	6

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	122
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This figure has been calculated using the Mid-2019 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

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## MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2020 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2019 to 31 March 2020.

**(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 require 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

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## 1. Local Operation of MAPPA

Individuals in Dorset eligible for management under MAPPA are identified by Police, National Probation Service (NPS), Youth Offending and Mental Health Services. Relevant information can then be shared to assess the risks that the person may pose, in what circumstances, and who may be harmed should there be further offending.

Dorset MAPPA continue to have monthly level 3 MAPPA meetings. These are chaired by the Dorset Head of Service for NPS or a Detective Superintendent from Dorset Police. Senior management attendance ensures that decisions about allocating resources to manage risk can be made swiftly, and that senior managers across agencies are fully sighted and involved in the management of the “critical few”. Every case managed at level 3 who is in the community is reviewed on a monthly basis (the national target being every 8 weeks).

In addition, there are MAPPA level 2 meetings held more frequently throughout every month across Dorset. These are chaired by either the MAPPA Coordinator, local Senior Probation Officers or a Police Detective Inspector from Dorset Police’s MOSOVO Team. Dorset aims to review cases managed at level 2 every 12 weeks (the national target being every 16 weeks). Prison staff attendance at MAPPA meetings continues to be excellent, aided by the use of telephone conferencing facilities and video links. The NPS Victim Liaison Officers (VLOs) also play a very important role within MAPPA meetings and in the risk management of MAPPA designated individuals. The VLO provides the voice of the victim and a balance to reflect the needs of victims within our local community. Other Duty to Cooperate agencies have good levels of engagement with both level 2 and 3 meetings.

Disclosure is considered at every MAPPA meeting in Dorset in line with national guidance. 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, for example, 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.

## 2. Performance

Dorset continues to demonstrate high performance against the MAPPA Key Performance Indicators (KPIs). It is of particular note that KPIs focussed on attendance at MAPPA level 2 and level 3 meetings continue to be met where the KPI is 100%. For targets of 90% or greater, these continue to be exceeded. This demonstrates solid co-operation from all the partner agencies. This enables effective communication which in turn allows for robust risk management. In the level 2 and 3 meetings, risk management plans are tailored to individual circumstances. An effective plan will combine four main elements of risk management which are supervision, monitoring/control, interventions/treatment and victim safety.

The MAPPA Strategic Management Board (SMB) takes an active role in ensuring that agencies take a consistently active role in ensuring effective risk management by engaging in the MAPPA process. During 2019-2020, attendance by the Duty to Cooperate agencies achieved an overall attendance of over 94% against a target of 90%. We continue to aim for an attendance rate of 100%.

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.

### 3. MAPPA Awareness Training

MAPPA Awareness training has been delivered to stakeholders again throughout this review period. The SMB recognise the value of an ongoing training programme to ensure that professionals across the Dorset area have a clear understanding of the role of MAPPA and their responsibility to contribute to it. The training is structured to be informative with practical exercises, including a “mock” MAPPA meeting towards the end of each training session.

This training has received positive feedback from participants and feedback demonstrates a high satisfaction rating as regards the events meeting their stated aims and objectives. Four events took place in the review period and over 100 professionals attended from a variety of agencies across Dorset. Two training events specially for mental health professionals were also held.

### 4. A Final Word From Our Lay Advisor

During 2019 the tenure of the two incumbent Dorset Lay Advisors ended. I am aware that the sound advice, guidance and general contribution to Dorset MAPPA was hugely helpful to all the MAPPA agencies they supported. I commenced my role as Lay Advisor in September 2019 and a second new Lay Advisor was recruited shortly afterwards.

By March 2020 the impact of the Covid-19 pandemic was starting to impact on all areas of life and I had not long completed my induction as a Lay Adviser with MAPPA when the national lockdown came into place to tackle the pandemic. At around the same time my fellow Lay Adviser resigned for personal reasons. Fortunately, I had learned enough about the role, the systems and the people involved to continue working with confidence and clarity.

More specifically, I have taken part in most, if not all, SMB meetings. Confirming and reaffirming the commitment of all partners to MAPPA has been an important part of this work as well as providing some constructive challenge on occasions.

I have also attended a range of Level 2 and 3 Panel meetings throughout the year. On each occasion I paid careful attention to attendance, the quality of the reports, the way the meeting is Chaired and the participation of all partners in understanding the issues presented and working together to confirm the best course of action. I am pleased to say that the processes

applied by Dorset MAPPA were, in all cases, very proper.

I have also played my part in other MAPPA processes including auditing file documents and providing feedback on the work recorded. This has contributed to my learning too.

Finally, I would like to say I have been supported well by the MAPPA Team. I appreciate this particularly because of the very difficult circumstances affecting all members of the team.

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

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

