



Multi Agency Public Protection Arrangements

# DORSET 2020 - 2021



# Annual Report



# Intro

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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.

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.

The purpose of MAPPA is to reduce the risk of eligible offenders causing further serious harm to victims and members of the public. Working together through MAPPA to manage offenders convicted of such crimes is vitally important. MAPPA is a partnership and we continue to be supported by organisations which have a 'duty to cooperate' under the MAPPA framework: including, but not limited to, local Mental Health teams, Youth Justice Services, Forensic Health Services, Child and Adult Services and Housing Authorities. Under these arrangements the statutory services work closely together to identify, risk assess and manage violent and sexual offenders. This report contains statistical information about the number of offenders managed under the arrangements and illustrates how the

arrangements work in practice.

This annual report is our chance to evidence the work that we do and to demonstrate that we are accountable to you. 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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#### **Toni Shepherd**

Dorset MAPPA SMB Chair  
Acting Head of Service, Probation Service, Dorset

#### **Mick Gallagher**

Prison Representative for Dorset MAPPA

#### **Pete Little**

Detective Superintendent  
Dorset Police

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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, violent and terrorist 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.

Local Strategic Management Boards comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA with their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA area Strategic Management Board (SMB).

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 more senior oversight and 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 enables 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.

## MAPPA and Terrorism

In response to the terrorist attack committed by Usman Khan at Fishmongers' Hall on 29 November 2019, the Home Secretary and the Lord Chancellor commissioned Jonathan Hall QC, who is the Independent Reviewer of Terrorism Legislation, to undertake a review of MAPPA and the management of known terrorists and other extremist offenders (TACT Offenders). The terrorist attack committed by Sudesh Amman in Streatham High Road on 2 February 2020

served to reinforce the need for the review, since both Khan and Amman had been managed under MAPPA. The government published the report on 2 September 2020 and published a response to it on 9 December. Both documents are available at <https://www.gov.uk/government/publications/multi-agency-public-protection-arrangements-review>. The report made a number of recommendations, several of which have been or are being implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Bill. Others have already been introduced by the creation of the National Security Division (NSD) in the Probation Service to manage terrorist offenders. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via the NSD, has created a specialist dedicated and highly skilled workforce, which

provides an enhanced level of management and intervention for the most high-risk, complex and high-profile offenders in the community. This will include the management of terrorist connected and terrorist risk offenders. Five Probation Service national security units have been established across England & Wales during 2020/21. The NSD and Counter-Terrorism Policing will be working closely with local Strategic Management Boards to ensure the robust management of terrorism cases. The NSD also manages serious organised crime and the most high risk and high profile public protection cases.

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 2021</b>				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	865	154	-	1019
Level 2	4	8	3	15
Level 3	1	1	1	3
Total	870	163	4	1037

<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	15	16	21	52
Level 3	1	1	3	5
Total	16	17	24	57

<b>RSOs cautioned or convicted for breach of notification requirements</b>	27
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<b>RSOs who have had their life time notification revoked on application</b>	16
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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	62
SHPO with foreign travel restriction	0
NOs	1

<b>Number of people who became subject to notification requirements following a breach(es) of a Sexual Risk Order (SRO)</b>	0
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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	3	4	5	12
Level 3	0	0	0	0
Total	3	4	5	12
<b>Breach of SOPO</b>				
Level 2	1	-	-	1
Level 3	0	-	-	0
Total	1	-	-	1

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	124
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This figure has been calculated using the Mid-2020 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 2021 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2020 to 31 March 2021.

**(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 and terrorist 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 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. Performance

MAPPA within Dorset continues to demonstrate high performance against our Key Performance Indicators (KPIs). 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. Level 3 meetings are chaired by the Dorset Head of Service for NPS or a Detective Superintendent from Dorset Police and senior management attendance ensures that decisions about allocating resources to manage risk can be made swiftly. Level 2 meetings are chaired by either the MAPPA Coordinator, local Senior Probation Officers or a Police Detective Inspector from Dorset Police's MOSOVO Team.

Attendance KPIs at MAPPA level 2 and 3 meetings continues to be exceeded, demonstrating solid co-operation amongst all the partner agencies. These relationships enable effective communication which in turn allows for robust risk management. The MAPPA Strategic Management Board (SMB) continues to ensure their agencies take a consistently active role in reviews ensuring effective risk management by engaging in the MAPPA process. During 2020-2021, attendance by the Duty to Cooperate agencies achieved an overall attendance of over 94% against a target of 90%. Furthermore, attendance from the HM Prison Service was over 95% against a target of 90%. This attendance is similar to the year ending 2020 and we continue to aim for an attendance rate of 100%.

In all level 2 and 3 meetings assessments and risk management plans are tailored to the individual utilising the four pillars of risk management which are supervision, monitoring/control, interventions/treatment and victim safety. The NPS Victim Liaison Officers (VLOs) also continue to have a vital role within MAPPA meetings providing the voice of the victim and a balance to reflect the needs of victims within our local community. Additionally, every meeting panel considers whether the case is being managed at the appropriate MAPPA Level.

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. For

disclosure to be made the MAPPA panel 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.

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. Looking forward to 2021-2022 this will be an area of focus within the team and all learning will be shared across the partners within MAPPA. The Dorset MAPPA team also monitors learning from other areas and shares appropriately locally.

## 2. Global COVID Pandemic

The global pandemic has had a considerable impact upon our partner agencies and our community. However, we are pleased to note that the MAPPA business has continued to be prioritised by our partners as demonstrated by our year to date KPIs. We have continued to support our Lead Agencies (NPS, Police, Health and Youth Justice Service) as well as our duty to cooperate agencies throughout the pandemic, however, we have had to make significant changes to how we review meetings with them ceasing to be face to face meetings and being held remotely. Initially this move to remote working was over teleconferences, however, as 2020-2021 has progressed we have efficiently moved over to Microsoft Teams. Reviews being held in this manner have proved to be as effective as pre-pandemic reviews and has enabled maximum participation to ensure effective risk management. Due to the move to remote working we have reviewed our systems to ensure security and confidentiality is maintained throughout. Moving into 2021-2022 we are continuing to hold reviews remotely.

This year has seen a change of MAPPA personnel and during this time Dorset MAPPA has also actioned a recruitment campaign for a second Lay Advisor. We are pleased to advise we have appointed a new Lay Advisor and are awaiting the successful candidate to join the team. Dorset MAPPA SMB meetings and our quarterly SMB Audits have continued throughout 2020-2021 albeit remotely. It is hoped that going into the next year we will be able to return to some face to face contact. The SMB has continued to be a source of support to the team throughout the year.

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

"2020/21 was my first full year as a Lay Adviser to the Dorset MAPPA Panel. It was also a year when I was the sole Lay Adviser to the Panel - my fellow Adviser having resigned in March 2020 for personal reasons and the Covid pandemic interrupted the recruitment of a new adviser until the summer of 2021. By April 2020 the impact of the Covid-19 pandemic was affecting 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. Fortunately, I had learned enough about the role, the systems and the people involved to continue working with confidence and clarity.

With respect to the wholesale use, due to lockdown requirements, of remote ways of working (such as meetings held on the telephone and Microsoft Teams) I was concerned that this would reduce the effectiveness of the MAPPA Panel. However, I am pleased to report that due to the unstinting efforts of all participants in the MAPPA work, there was no discernible impact.

It was also a year of change in the MAPPA team. For various reasons, every single member of the team changed. This affected me directly as I needed to get to know the new members of the team. I am pleased to say that despite the wholesale change, I was supported very well throughout the year. Channels of communication are open and relationships are good. I appreciate this particularly because of the very difficult circumstances affecting all members of the team. I was also pleased to be consulted about ways of promoting the vacant Lay Adviser position and encouraging suitable people to apply.

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 was 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."

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

National  
Probation  
Service

