

# DORSET 2021-2022



# 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.

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. 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 comprise the arrangements, the aim is to ensure victims are protected, risk is kept to a minimum and fewer people are harmed or fear being harmed. This is done by overseeing arrangements for the effective management of serious offenders and 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 HM Probation Service and HM Prison Service (collectively known as HM Prison and Probation 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 Justice Services, Forensic Health Services, Children's and Adult Services and Housing Authorities. Under these arrangements the

statutory services work in partnership 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.

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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## **Toni Shepherd**

Dorset MAPPA SMB Chair

Interim Head of Service, Probation Service, Dorset

## **Lindsay Dudfield**

Detective Superintendent, Public Protection Unit,  
Dorset Police

## **Mick Gallagher**

Reducing Reoffending Lead, Avon, South Dorset and  
Wiltshire Prisons

# 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, 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, Department for Work and Pensions and Local Housing and Education Authorities.

Local Strategic Management Boards (SMB) comprising senior representatives from each of the Responsible Authority and DTC agencies are responsible for delivering MAPPA within their respective areas. The Responsible Authority is also required to appoint two Lay Advisers to sit on each MAPPA 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** –subject to sex offender notification requirements;
- **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.

A fourth category for terrorist and terrorist risk offenders was introduced by the Police Crime Sentencing and Courts Act 2022 after the period covered by this report.

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

The government published an Independent Review of the MAPPA used to Supervise Terrorist and Terrorism-risk Offenders on 2 September 2020 and published its response 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 implemented via the Counter-Terrorism and Sentencing Act 2021 and the Police, Crime, Sentencing and Courts Act 2022. The Secretary of State has also revised the statutory MAPPA Guidance on terrorist offenders.

The Probation Service, via its National Security Division, 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 includes the management of terrorist connected and terrorist risk offenders. The NSD and Counter-Terrorism Policing work closely with local SMBs to ensure the robust management of terrorism cases.

All MAPPA reports from England and Wales are published online at: [www.gov.uk](http://www.gov.uk)

# MAPPA Statistics

## MAPPA-eligible offenders on 31 March 2022

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	844	147	-	991
Level 2	7	3	0	10
Level 3	1	2	0	3
Total	852	152	0	1004

## 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	13	22	16	51
Level 3	1	2	1	4
Total	14	24	17	55

<b>RSOs cautioned or convicted for breach of notification requirements</b>	35
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<b>RSOs who have had their life time notification revoked on application</b>	18
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## Restrictive orders for Category 1 offenders

<b>SHPOs, SHPOs with foreign travel restriction &amp; NOs imposed by the courts</b>	
SHPO	94
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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## Level 2 and 3 offenders returned to custody

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
<b>Breach of licence</b>				
Level 2	0	8	3	11
Level 3	0	1	1	2
Total	0	9	4	13
<b>Breach of SOPO</b>				
Level 2	2	-	-	2
Level 3	0	-	-	0
Total	2	-	-	2

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	121
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This figure has been calculated using the 21 March 2021 census population estimate, published by the Office for National Statistics on 28 June 2022, excluding those aged less than ten years of age. Previously, we have based this figure on the mid-year (30 June) population estimate. As such, the current figure may differ from the corresponding figure based on the mid-2021 estimated resident population, which will be published by the Office for National Statistics later this year.

# 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 2022 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2021 to 31 March 2022.

**(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) Subject to Sex Offender Notification Requirements** – 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 are not subject to notification requirements. 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 the offender does not comply with these conditions, the Probation Service will take breach action 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 and/or positive obligations 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 on the balance of probability 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, the National Crime Agency (NCA), British Transport Police (BTP) or the Ministry of Defence Police (MODP). The chief officer/NCA/BTP/MODP 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 individuals convicted of qualifying sexual offences overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police in England and Wales may issue a notification order directly to an offender who is already in the UK or who is intending to come to the UK who has to notify within three days of receipt. Offenders have a right of appeal against notification.

**(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, NCA, BTP or MODP 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.

An SRO may prohibit the person from doing anything described in it, including travel overseas, or place positive obligations upon them. Any prohibition and/or obligation 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.

An 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 an 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 an 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 individuals 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. SMB Updates

We would like to announce the retirement of our longstanding Probation Service SMB Rep Tina Ridge. Ms Ridge has been a member of the SMB for a significant period of time, guiding the work of MAPPA with our partners throughout Dorset. We wish to thank Ms Ridge for being a constant source of support and guidance and she will be missed. The MAPPA team wish Ms Ridge all the best for this next chapter.

The SMB Chair for 2021-2022 remained with the Probation Service and fulfilled by Dorset Probation Delivery Unit Interim Head of Service Toni Shepherd. We have benefitted from Ms Shepherd's knowledge and oversight within the last year. Further changes within our SMB have included Detective Supt Lindsay Dudfield (Dorset Police) and Mick Gallagher (Reducing Reoffending Lead HM Prison Service) joining as Responsible Authority Members.

Last year saw a successful recruitment campaign undertaken to fulfil the MAPPA Lay Advisor role. We have now completed the inductions for this and welcome our Lay Advisor to the team. Going forward we will be running a further recruitment campaign Autumn 2022.

## 2. Local Operation of MAPPA

Individuals in Dorset eligible for management under MAPPA are identified by Police, Probation Service (PS), 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 PS or a Detective Superintendent from Dorset Police. Senior management attendance ensures 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 frequently throughout every month across Dorset. These are chaired by either the MAPPA Coordinator, local Senior Probation Practitioners or a Police Detective Inspector from Dorset Police's MOSOVO (Management of Sexual Offenders and Violent

Offenders) 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 using Teams.

The PS 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 Co-operate 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.

## 3. Performance

Dorset continues to demonstrate high performance against the MAPPA Key Performance Indicators (KPIs). It is of particular note that KPIs set at 100% have been achieved. 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. The MAPPA SMB ensures that all agencies take a consistently active role in delivering effective risk management. Engaging in the MAPPA process by monitoring and directing appropriate attendance and actively reviewing cases ensures effective case management. During 2021-2022, overall attendance by the Duty to Cooperate agencies achieved 91.4% against a target of 90%. We continue to aim for an attendance rate of 100%. Additionally, in 2022-2023 we are reviewing our data recording to be able to develop a greater understanding of the MAPPA cohort within Dorset.

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. If appropriate the voice of the child is also considered.

MAPPA Serious Case Reviews (SCRs), and other reviews, 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 has been an area of work for us in 2021-2022 and has included a joint SMB quality assurance audit with another area. This learning is shared across the partners within MAPPA. The Dorset MAPPA team also monitor learning from other areas and share appropriately within Dorset.

## 4. MAPPA Awareness Training

MAPPA Awareness training has been a focus for Dorset MAPPA this year, with the team delivering the training to stakeholders throughout 2021-2022. The SMB recognised the value of an ongoing training programme to ensure that professionals across the Dorset area have a clear understanding of the role MAPPA plays and their responsibility to contribute to it. We have also undertaken specific training sessions to support the Dorset Forensic Team, the Dorset Police Detective Inspectors and supporting Probation Staff prior to, and following, reunification.

## 5. A Final Word From Our Lay Advisor

MAPPA has responded to unprecedented challenges, including recovery from the pandemic. In my first year as Lay Advisor, I have sought to build on the work of my peers and predecessors. My priority has been to bring the perspective of local communities into strategic decision-making.

One element of this has been to observe Level 2 and Level 3 MAPPA meetings that bring together agencies from across the county. I have found them to be diligently chaired with careful consideration of the risk posed to individuals and local groups. Meetings were well-attended with partners taking time to understand issues and consider compromise to follow the best course of action.

More than ever, I found issues of diversity and the voice of the child assessed to strengthen safeguarding. I was also encouraged to see a greater focus on ensuring a structured exit-plan for all individuals referred into MAPPA. With both areas, this is subject to ongoing work including standardisation through templates to be adopted in 2022/23.

As part of the Strategic Management Board, I have been supported in providing appropriate scrutiny to the day-to-day running of MAPPA. For example, identifying recurring challenges with housing for those under supervision, I encouraged the SMB to take decisive action to improve the partnership between local

authorities. This has had a positive outcome, improving individuals' transition from APs to integration within local communities.

Meanwhile, I have had the privilege to draw on best practice from national consultations. Where one aspect of this has led to Dorset MAPPA adopting national recommendations, the other has led me to share the excellent work of our team with the Ministry of Justice.

The opportunity to serve the people of Dorset as a lay adviser has been an immense privilege. I welcome residents to get in touch and become involved in the work of MAPPA.

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

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

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