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, Probation Trust 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

Ferdie Parker, Deputy Director of Custody, Public Sector Prisons Directorate

John Wiseman, Chief Officer, Dorset Probation Trust

David Lewis, Assistant Chief Constable, Dorset Police
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. Dorset has developed a Dorset based project to support sex offenders’ reintegration as part of a wider charitable trust. 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.

The current financial climate will continue to prove a challenge to all the agencies involved in MAPPA in the coming year and it will be essential that we continue to make the most effective use of resources by ensuring that offenders are managed at the correct level. Dorset MAPPA remains committed to ensuring that public protection remains a priority.

Finally, we would like to take this opportunity to express our appreciation for the work undertaken by all members of staff in the Police, Probation and Prison Services who work hard to make our communities safer. We also thank all other agencies who have a duty to co-operate who share this responsibility with us and the members of the MAPPA Strategic Management Board, including two Lay Advisers who give direction and a community ‘voice’ to this important work throughout the year.
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
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 2013

<table>
<thead>
<tr>
<th>Category</th>
<th>Level 1</th>
<th>Level 2</th>
<th>Level 3</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Registered sex offenders</td>
<td>592</td>
<td>6</td>
<td>1</td>
<td>599</td>
</tr>
<tr>
<td>Violent offenders</td>
<td>73</td>
<td>9</td>
<td>1</td>
<td>83</td>
</tr>
<tr>
<td>Other dangerous offenders</td>
<td>--</td>
<td>5</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>665</strong></td>
<td><strong>20</strong></td>
<td><strong>3</strong></td>
<td><strong>688</strong></td>
</tr>
</tbody>
</table>

## MAPPA-eligible offenders in Levels 2 and 3 by category (yearly total)

<table>
<thead>
<tr>
<th>Category</th>
<th>Level 2</th>
<th>Level 3</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Registered sex offenders</td>
<td>21</td>
<td>1</td>
<td>22</td>
</tr>
<tr>
<td>Violent offenders</td>
<td>43</td>
<td>4</td>
<td>47</td>
</tr>
<tr>
<td>Other dangerous offenders</td>
<td>16</td>
<td>4</td>
<td>20</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>80</strong></td>
<td><strong>9</strong></td>
<td><strong>89</strong></td>
</tr>
</tbody>
</table>

## RSOs cautioned or convicted for breach of notification requirements

- 17

## Restrictive orders for Category 1 offenders

### SOPOs, NOs & FTOs imposed by the courts

<table>
<thead>
<tr>
<th>Type</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>SOPOs</td>
<td>38</td>
</tr>
<tr>
<td>NOs</td>
<td>2</td>
</tr>
<tr>
<td>FTOs</td>
<td>0</td>
</tr>
<tr>
<td>Breach of licence</td>
<td>Category 1: Registered sex offenders</td>
</tr>
<tr>
<td>---------------------------</td>
<td>-------------------------------------</td>
</tr>
<tr>
<td>Level 2</td>
<td>3</td>
</tr>
<tr>
<td>Level 3</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>3</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Breach of SOPO</th>
<th>Category 1: Registered sex offenders</th>
<th>Category 2: Violent offenders</th>
<th>Category 3: Other dangerous offenders</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level 2</td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>0</td>
</tr>
<tr>
<td>Level 3</td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>0</td>
<td>-</td>
<td>-</td>
<td>0</td>
</tr>
</tbody>
</table>

Total number of Registered Sexual Offenders per 100,000 population 89

This figure has been calculated using the 2012 Mid-Year Population Estimate published by the Office for National Statistics on 26 June 2013, excluding those aged less than ten years of age.
Dorset MAPPA co-ordinator:
The role of the MAPPA co-ordinator is very much a developmental one. Working with the Detective Inspectors responsible for the Police Integrated Offender Management teams, the MAPPA co-ordinator delivers MAPPA awareness training to the “duty to co-operate” agencies across Dorset four times per year. The MAPPA co-ordinator also delivers bespoke training to Police, Youth Offending Teams and Prisons. These training packages are constantly being developed and changed so that they are completely up to date and meet the needs of participants. The training receives excellent feedback from participants. Via these events, Dorset MAPPA aims to encourage partnership agencies’ involvement with MAPPA as appropriate.

As well as this, the MAPPA co-ordinator is responsible for the development of the MAPPA operational team. This includes the MAPPA Level 2 Chairs, (made up of Probation Middle Managers and Police Detective Inspectors), the MAPPA secretaries and the Lay Advisors. This year we have increased our Chair group via a MAPPA Chair training event, as well as ensuring the wider development of the team via team meetings and regular feedback from audits.

Dorset SMB:
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 Director for Public Protection and Offender Management on behalf of Dorset Probation Trust, (who currently also chairs the SMB), a Senior Manager representing the Dorset based prisons, as well as the wider prison estate, the Dorset Police Super Intendent 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.

Local operation of MAPPA:
Dorset MAPPA continue to have monthly level three MAPPA meetings, chaired by the MAPPA co-ordinator. They are always attended by the Responsible 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 Probation Middle Managers 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 Dorset Probation Trust Victim Liaison Officer also plays a very important role within MAPPA meetings, providing the voice of the victim.

Disclosure has to be considered at every MAPPA meeting and in Dorset, it is. This is monitored centrally as well as via our internal audit process. Disclosure is the sharing of information about MAPPA offenders with a third party (not involved with the MAPPA), for the purpose of protecting the public and safeguarding vulnerable adults and children. Disclosure to a specific third party must be considered for all MAPPA offenders at each review. 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 Director of Public Protection for Dorset Probation Trust. 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 have also been auditing MAPPA meetings by attending Level 2 and 3 meetings to audit them, specifically the 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). The audit process is supported by Dorset Probation Trust’s audit workshops. These additional audit and quality assurance measures help Dorset MAPPA to identify if all MAPPA Level 1 cases held by Dorset Probation Trust are being identified and subsequently managed at the right level.

New developments:
A new MAPPA Housing protocol has been developed during 2012 - 2013. This will be signed off by the SMB and rolled out across Dorset (with a supporting awareness raising package), over the course of 2013 – 2014.

Dorset MAPPA has always been concerned with delivering a cost effective service which delivers results, but how do we measure the outcomes of MAPPA? This is a difficult question to answer and one that the Dorset SMB have spent time considering this year. During 2012 – 2013 Dorset MAPPA has developed an outcomes measurement tool, which has been approved for used on a trial basis during 2013 – 2014, by the SMB.

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. We have had active 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

News from the Lay Advisors:
This is the first time I've been called on to write about the MAPPA process in Dorset from the Lay Advisers perspective. I guess I can be called the “new” lay adviser having only taken up this voluntary role in the year 2011. Lay Advisers are appointed by the Secretary of State through a local selection process. I responded to an advert in the Dorset Echo, but if you are reading this, local and currently professionally unconnected with the MAPPA process, why not contact the MAPPA co-ordinator and express your interest in becoming a lay adviser.

I had little prior knowledge of MAPPA before becoming a Lay Advisor and I have experienced a steep but interesting learning curve; and the role does require some personal commitment. The term “critical friend” is often used to describe what we do. It is an accurate description as we hold no direct authority but actively observe all the processes undertaken through MAPPA in Dorset. We are able to express any concerns we observe either through our quarterly supervision sessions with the MAPPA coordinator or through our membership of and contribution to the regular Strategic Management Board and sub-groups. I am very pleased to say that we express very few concerns and find professionals involved in the process effective and dedicated to the protection of the community and the support of some very complex offenders and ex-offenders.

This past year both myself and my Lay Advisor colleague have attended a selection of individual MAPPA level 2 and 3 case meetings. Previously we have not been able to make any comments during the meeting but this was reviewed by the Strategic Management Board and changed during 2012 – 2013. It is now agreed that prior to actions being set and the meeting drawn to a close, the Chair will invite the Lay Advisor to pose any questions they believe it necessary to ask on behalf of the community. More often than not, due to the high standard and thorough nature of MAPPA meetings in Dorset we do not have any questions to ask during the meetings. Following our observations we do feedback both to the individual chairs and to the MAPPA co-ordinator, both verbally and via a meeting audit template. We also help with the auditing of a random selection of case files quarterly. I am pleased to note that observations we make are taken seriously and there continues to be a culture of review, learning and improvement.

What do others say about MAPPA who have attended Dorset MAPPA meetings?
... “I have found the MAPPA process to be of considerable benefit in the management of complex and high risk offenders with Learning Disability. When I have worked with offenders not subject to MAPPA in the past there has been more difficulty in obtaining the same results. I am aware from my colleagues in community learning disability and social care teams that the value of the input of MAPPA in such cases is widely held”... Forensic Nurse Specialist, Intensive Support Team, Adult Learning Disability Service

... “The Level 2 process demands answers to challenging but necessary questions. The perspective of people not directly involved in the case helped to keep the focus on the risks, and on actions to protect
potential victims”... *Senior Manager, Youth Offending Team*

... “Multi agency working is not always easy to accomplish. I have found that the MAPPA framework provides a simplified process for bringing all agencies involved with an offender to discuss and agree on a risk management plan.”... *Police Officer Offender Supervisor, Dorset Integrated Offender Management Team*

... “MAPPA has helped to provide wrap around risk management for people who are a risk to others. It has also been an opportunity to share information with agencies who have been difficult to liaise with and/or use confidentiality as a barrier to information sharing. It has been a good place to discuss and share views on the risk and how to manage risk”... *Probation Officer*

... “MAPPA is a thorough practical process that enables consistent decision making for all lead professionals when dealing with complicated and challenging clients”... *Housing Manager*

**Thank you:**

As stated, MAPPA is a set of arrangements. These arrangements can not be delivered without the Responsible Authority (Police, Probation, Police) and the duty to co-operate agencies (health, adult social services, children’s social services, housing, Youth Offending Teams). Dorset MAPPA SMB would like to thank everyone across these agencies who have contributed to the delivery of MAPPA across Dorset and for their on going commitment to public protection.
The MAPPA report for England and Wales is published online at: