

# Surrey



## Annual Report 2014-15



# Introduction

We are pleased to introduce the 2014–15 Multi Agency Public Protection Arrangements (MAPPA) Annual report in Surrey. The purpose of this report is to convey to the public in Surrey how MAPPA operates locally and how we are continuing to develop practice in order to manage the riskiest offenders in the community, to both reduce re-offending and to protect the public from risk of serious harm. In Surrey the key agencies and organisations have been working hard together to put in place plans to manage offenders in the community and safeguard victims.

A welcome development nationally has been the introduction of polygraph testing for Registered Sexual Offenders subject to licence who present the highest risk of harm. This follows the successful pilot in the East and West Midlands Probation Regions. This can be applied for as a condition of an offender's licence so they can be polygraph tested.

Training continues to be delivered for those staff in our agencies on key changes to how MAPPA operates. The importance of this training cannot be over emphasised and delivery continues throughout the year providing opportunities for joint training across common themes and improved working relationships.

This year we have introduced the Pathways Project as an initiative to improve successful rehabilitation of offenders assessed as high risk of serious harm who are likely to have a personality disorder. More information on this service is included in this report.

The Multi Agency Public Protection Arrangements in Surrey continue to improve and remain an effective method of risk assessing and managing the riskiest offenders in our communities. The protection of the public and the needs of victims remain our highest priorities. This Annual Report details how we have continued to refine the operation of MAPPA.

ACC Stuart Cundy	Andrea Saunders
MAPPA SMB Co-Chair	MAPPA SMB Co-Chair
Surrey & Sussex Police	National Probation Service – Surrey & Sussex



# What is MAPPA?

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## MAPPA background

- (a) MAPPA (Multi-Agency Public Protection Arrangements) is 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, 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 focussed 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. All MAPPA reports from England and Wales are published online at: [www.justice.gov.uk](http://www.justice.gov.uk)

# MAPPA statistics

## MAPPA-eligible offenders on 31 March 2015

	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	588	102	N/A	690
Level 2	3	4	0	7
Level 3	1	0	0	1
Total	592	106	0	698

## 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	26	12	4	42
Level 3	3	1	0	4
Total	29	13	4	46

## RSOs cautioned or convicted for breach of notification requirements

18

## Restrictive orders for Category 1 offenders

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

SOPOs	50
NOs	1
FTOs	0

<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	2	0	6
Level 3	1	0	0	1
Total	5	2	0	7
<b>Breach of SOPO</b>				
Level 2	0	N/A	N/A	0
Level 3	0	N/A	N/A	0
Total	0	N/A	N/A	0

<b>Total number of Registered Sexual Offenders per 100,000 population</b>	<b>58</b>
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This figure has been calculated using the mid-2014 estimated resident population, published by the Office for National Statistics on 25 June 2015, 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 2015 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2014 to 31 March 2015.

**(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 (98% 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.

**(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 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.

# Local page

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In the past year there have been major changes and increased pressure on resources for the agencies responsible for managing MAPPA offenders. This has included the creation of a new National Probation Service (from 1<sup>st</sup> June 2014). Despite this increased pressure, in this year we have:

- Joined up our Surrey and Sussex MAPPA Strategic Management Boards to oversee the work of MAPPA across both areas and to promote best practice and better joined up working across our areas;
- Continued to deliver a high number of training and briefing sessions on MAPPA for those agencies who work with high risk offenders. This has included delivering MAPPA awareness training for a number of local private hospitals where MAPPA managed mentally disordered offenders reside;
- Implemented a new national initiative called the Pathways project which provides psychological input for MAPPA offenders across Surrey and Sussex. Following a successful national pilot, this service has been rolled out across our area;
- Carried out polygraph testing for Registered Sexual Offenders assessed as presenting the highest risk of harm as an additional risk management tool;
- Developed a local protocol for managing Counter-Terrorist and Domestic Extremism MAPPA offenders;

- Introduced a staff commendation award scheme to formally recognise and commend staff who have done exceptional and complex work to reduce the risk by working closely with other agencies.

In the coming year, we will:

- Ensure that the newly introduced Care Act (introduced on 1<sup>st</sup> April 2015) is implemented across our area to manage the acute and complex health needs of our increasing ageing population group;
- Input to the national initiative to review MAPPA eligibility in ensuring MAPPA is effective in managing those offenders who meet the criteria;
- Roll out MAPPA Guidance v5 when available nationally



Leith Hill Tower, Surrey

## Pathways project

Pathways is a National Offender Management Service (NOMS)/Department of Health (DOH) initiative to improve successful rehabilitation of offenders assessed as high risk of serious harm who are likely to have a personality disorder (the criteria are slightly different for women offenders). These offenders can be some of the hardest to engage. The aims of the service are to:

- ❖ Reduce the risk of repeat sexual and violent offences and offences against children
- ❖ Deliver psychological health improvements
- ❖ Develop the workforce
- ❖ Facilitate improved access to services

In Surrey and Sussex this is done by incorporating psychologically informed case formulation into NPS assessments, risk management plans and sentence plans. Each Local Delivery Unit has a named psychologist who is available to discuss cases with Offender Managers and offer regular consultation with individual Offender Managers; formulation meetings with the whole team; and joint working. Support is also provided to Approved Premises staff who work very closely with offenders assessed as high risk of serious harm on initial release from custody. Workforce development is a significant part of the project. Local needs are identified through consultation with front line staff and the psychologists provide formal and informal training to Offender Managers and Offender Supervisors.

In Surrey and Sussex we have identified 910 offenders who fall within the scope of this project. The Pathways team is currently working through this list of offenders to ensure that each one has a psychologically informed assessment and intervention. Offenders who are at highest risk of imminent offending or who are due to be released from custody are prioritised.

This is our third year reporting as Lay Advisors to Surrey MAPPA. Appointed by the Secretary of State, our voluntary role is to provide independent scrutiny and review of the effectiveness of MAPPA, to protect the public.

Throughout the year we have attended a significant number of Level 2 & 3 MAPP meetings across the county and all Strategic Management Board meetings. We have also participated in Audits, SMB sub-committees and Serious Case Reviews.

This has been a time of considerable change as 'Transforming Rehabilitation' has started to bed in. We applaud those who have been working hard to effect these sweeping reforms, especially in the Probation Service, where the challenges have been particularly acute. We look forward to receiving input from the new Community Rehabilitation Companies at future SMB meetings.

It was apparent from the Lay Advisors' National Conference earlier this year that many other areas do not allow their Lay Advisors to participate nearly as fully as we are given the opportunity to do in Surrey and Sussex. We are gratified that our views are listened to and respected, enabling us to fulfil our statutory roles with confidence. We would go further, and suggest that the approach taken to Lay Advisors in Surrey and Sussex represents best practice and, as such, should be emulated elsewhere.

We welcome new legislation introducing Sexual Harm Prevention Orders and Sexual Risk Orders which will serve as better protection for the public in appropriate circumstances. We also welcome legislative reform affecting the release of prisoners with disabilities which should allow for more timely multi-agency working, in assessing their needs and appropriate placement.

Our experience of participating in Serious Case Reviews prompts us to recommend that the training programmes of each participating agency should encourage the staff in continuing 'professional curiosity' at every stage, that is, to look beyond the strict framework of the prescribed forms in order to ensure that nothing is overlooked.

Colette Neville & Eileen Jackman, Lay Advisors.



## New tools for police to manage Registered Sexual Offenders

Sexual Offence Prevention Orders (SOPO) and Risk of Sexual Harm Orders (RSHO) have changed.....

**SOPOs** have been replaced by **Sexual Harm Prevention Orders**: *the new sexual harm prevention order (SHPO) may be made in relation to a person who has been convicted of or cautioned for a sexual or violent offence (including equivalent offences committed overseas) and who poses a risk of sexual harm to the public.*

**RSHOs** have been replaced by **Sexual Risk Orders**: *the sexual risk order (SRO) may be made in relation to a person without a conviction for a sexual or violent offence but who poses a risk of sexual harm*

### What's changed?

The grounds on which these orders may be made are wider than those for the existing orders, which mean that they can be used to **manage risk against adults** as well as children.

The available prohibitions are also wider so, for example, **foreign travel restrictions can be imposed under either order**

For the new SHPO, the threshold applied to protect people from '**sexual harm**' has been lowered – previously the threshold was 'serious sexual harm'

**The application process for these orders does not change**; they can be applied for at the point of conviction for a specified offence under schedule 3 or 5 of the Sexual Offences Act 2003 and also through civil application to the court

**Breach of a SHPO and RSHO is a criminal offence** punishable by a maximum of five years' imprisonment. The criminal standard of proof continues to apply

## Missing offenders (unlawfully at large)

On occasion, a small number of offenders being managed under MAPPA may disengage and be unlawfully at large. We monitor this at each MAPPA Strategic Management Board meeting to ensure that these offenders are actively pursued, found and brought to justice. A number of such wanted offenders often travel abroad, this includes foreign national offenders believed to have left the UK. Pursuing these offenders involves close cooperation with other law enforcement agencies both here and abroad. As at 31st March there were 3 unlawfully at large Registered Sexual Offenders in Surrey.

For more information on MAPPA in Surrey and Sussex:

[www.surreyandsussexmappa.com](http://www.surreyandsussexmappa.com)



## MAPPA case studies

**Mr A** was referred to MAPPA as a Category 1 (Registered Sexual) Offender. Mr A had been tried and convicted of historical sexual offences against a number of children, and, had been put onto the sexual offender register as a result. Mr A was assessed as presenting a Very High Risk of Harm to children by probation and was initially referred to MAPPA Level 3. Mr A was released to an approved premises and was closely monitored by police and probation. The management of his case was complicated by an extended family with children potentially at risk from him on release. Prior to release and through discussion at MAPPA Level 3 meetings a genogram was developed to identify all children deemed to be at risk. Children's Services worked closely with police and probation and a number of new child protection cases were opened as a result of MAPPA discussions. Further allegations also came to light following Mr A's referral to MAPPA. Mr A remained a MAPPA Level 3 case until he was tried and convicted of further historical sexual offences. Mr A is now serving a further prison sentence and will again be referred to MAPPA prior to his eventual release.

**Mr B** was referred to MAPPA as a Category 2 (violent) offender following firearms offences and for making threats to a vulnerable woman. Mr B presented a risk of harm to a known adult, the public and to staff. Mr B had severe mental health issues and had attempted suicide. He also had mobility issues and was managed at MAPPA Level 2 as a multi-agency approach was needed to manage both the risks he presented as well as to secure the treatment he required and appropriate housing. Through discussion at MAPPA Level 2 and input from Forensic Mental Health Services, Local Housing Authorities and police and probation, appropriate treatment was sought and a referral for supported accommodation to manage his physical needs made. Through a coordinated agency response the MAPPA panel were able to secure ongoing treatment and accommodation for Mr B. As a result, his risk to the victim and public generally was reduced and he was able to get the help he needed to reduce the risk he posed, to both, the public and to himself. Following the development of a robust risk management plan, Mr B was able to be reduced to MAPPA Level 1 management. This demonstrated a proactive approach from a number of agencies to reduce the risk to the public and to provide Mr B with the support he required in the community.

**Mr C** was referred to MAPPA as a Category 3 (other dangerous) offender in 2014. He had breached a restraining order on a number of occasions for which he received a 12 month prison sentence. The offence was committed against one individual and he also had a number of previous convictions for harassment. The risk he presented to the victim was assessed as high and imminent. Mr C had learning difficulties which required further assessments by Mental Health Services to support his move into the community in order for him to reintegrate into society. He had also been street homeless with substance misuse issues and this increased his risk at release stage. Through discussion at MAPPA Level 2 meetings, a robust plan to manage his risk was put in place and victim safety planning was done to protect the victim. This included agreeing exclusion zones to prevent further contact with the victim and directing Mr C to reside at an Approved Premises with tight curfew conditions. Following multi-agency discussions and referrals made for Mr C to engage with employment and education providers as well as find appropriate housing outside the exclusion zone, Mr C's risk was deemed to have reduced and he was deregistered from MAPPA.

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