

Surrey Annual Report 2024 to 2025



Introduction

This report is presented on behalf of the Surrey and Sussex Strategic Management Board, highlighting the performance and practice development of Multi-Agency Public Protection Arrangements in Surrey, West Sussex, East Sussex and Brighton and Hove Unitary Authority.

The role of the Strategic Management Board (SMB) is to provide oversight and assurance of effective public protection arrangements in the counties. The SMB is made up of the three Responsible Authorities (RA), who are the Police, the Probation Service and the Prison Service. Alongside the responsible authorities are key Duty to Co-operate agencies (DTC), who include partners from Child and Adult Safeguarding, Youth Offending Services, Health, Department of Work and Pensions, Local Authority Housing and Home Office Immigration Enforcement. The SMB meets three to four times a year to review progress and to ensure effective and efficient arrangements are in place to achieve the priority of protecting the public from harm caused by those subject to MAPPA arrangements and to reduce their re-offending.

As with every year, the significant majority of offenders who fall under Multi-Agency Public Protection Arrangements (MAPPA) at any one time are Registered Sex Offenders. These offenders, or 'nominals' as they are known, fall under MAPPA Category 1. Violent offenders are identified as Category 2.

There are a number of reasons for the higher number of Category 1 nominals, and it doesn't necessarily mean there are more sexual than violent offenders in Surrey or Sussex. To be registered as a Category 2 nominal, the offender must have been sentenced to a period of 12 months custody or more. Category 1 nominals, however, can be sentenced to less than 12 months custody or subject to a community order, and still qualify for MAPPA registration. They also tend to be subject to restrictions for longer periods in the community, as a result of ancillary orders such as Sexual Harm Prevention Orders, often running alongside

sex offender registration requirements, which in turn results in the nominal being in the MAPPA process for longer periods than other category offenders.

The Criminal Justice System has been through a period of continuing change in policy and operational delivery. This has included a number of measures to reduce prison capacity pressures, which has in turn required MAPPA to work at pace to manage some earlier than originally anticipated releases.

During 2024/25, we have broadened our thresholding considerations in accordance with national guidance to include more domestic abuse related offences, falling under our Category 3 'Other Dangerous Offender' definition. This is to not only enhance the wider multi-agency approaches to tackling violence specifically committed against intimate partners, but also to respond robustly to continuing concerns in regard to violence against women and girls. Adult and child safeguarding continues to be our highest priority when overseeing risk management practice in the community, as we further develop our understanding of the growing application of technology in sexual offending, child grooming and within abusive and controlling relationships.

In our last report, we referenced our improvement plans, to further strengthen the quality of practice by ensuring all those working in and around MAPPA fully understood their responsibilities and their contributions to safe and effective risk management. Our internal audits have indicated a positive trend in enhancing information sharing arrangements, risk assessment, release planning, victim safety arrangements and wider risk management. Whilst there will always be aspects of practice that can be better, the direction of travel is encouraging.

We anticipate that MAPPA in Surrey and Sussex will continue to operate in a challenging and dynamic criminal justice environment. There continue to be

operational pressures in our prisons; police have a large number of registered sex offenders to monitor in the community; and workload demands are ever present for the probation service alongside our duty to co-operate agencies. Challenges continue in the areas of safe and appropriate accommodation for offenders and access to health and social care services, particularly for older offenders who present with a range of complex health and social care needs.

We remain confident, however, of both our capacity and ability to successfully navigate these challenges and continue to deliver effective multi-agency public protection arrangements in the region.

Chairs for the Surrey & Sussex MAPPA Strategic Management Board:

Mark Burden (Head of Public Protection, Kent, Surrey & Sussex Probation Service) and Assistant Chief Constable Tanya Jones (Specialist Crime Command and Public Protection, Surrey Police & Sussex Police)

What are MAPPA?

MAPPA background

MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by individuals who have committed the most serious sexual, violent and terrorist offences (MAPPA-eligible individuals) 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-eligible individuals 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).

MAPPA '25

MAPPA '25 is a campaign to mark the 25th anniversary of the legislation that introduced mandatory multi-agency co-operation in the management of those convicted of violent and sexual offences.

The aims of the MAPPA '25 campaign are;

- To increase awareness of, and confidence in MAPPA across a wide range of agencies, at all levels from frontline practitioners to senior leaders.
- To engage with those directly affected by MAPPA including victims and those subject to MAPPA management.
- To improve MAPPA practice across all agencies.
- To explore emerging themes in relation to public protection and encourage future investment in MAPPA by all relevant stakeholders

In February the National MAPPA Team held the first online event. The event was titled “Where did MAPPA come from and why did we need them” and featured a panel discussion with Emeritus Professor Hazel Kemshall and retired Detective Chief Inspector Tim Bryan, both of whom had been involved in the development of the arrangements in the early 2000s. The event was attended by over 800 people and has since been watched by over 1,700 proving popular with professionals from responsible authority, duty to cooperate and associate agencies, as well as the private sector who work with MAPPA individuals, who were keen to learn more about the history of MAPPA and the reasons that MAPPA remain vital to this day.

Most of the events have been/will be held in the year 2025-26 and will therefore be covered in next year's annual report.

How MAPPA work

MAPPA-eligible individuals 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 4 categories of MAPPA-eligible individual:

- **Category 1** –subject to sex offender notification requirements;
- **Category 2** – mainly those convicted of violent offences and sentenced to 12 months or more imprisonment or a hospital order;
- **Category 3** – individuals who do not qualify under Categories 1, 2 or 4 but whose offences pose a risk of serious harm.
- **Category 4** – terrorism convicted and terrorism risk individuals

Data on Category 4 individuals is not included in this report due to data protection issues related to low numbers. This data will be aggregated and published nationally.

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 individual 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 individual.
- **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 individuals 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 individuals move between areas, enhancing public protection measures. ViSOR allows staff from the Police, Probation and Prison Services to work on the same IT system, improving the quality and timeliness of risk assessments and interventions to prevent offending.

All MAPPA reports from England and Wales are published online at: www.gov.uk

MAPPA Statistics

MAPPA-eligible individuals on 31 March 2025

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	835	211	-	1046
Level 2	3	0	2	5
Level 3	1	0	0	1
Total	839	211	2	1052

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

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	7	4	6	17
Level 3	2	0	2	4
Total	9	4	8	21

Category 1 cautioned for breach of notification requirements	0
Category 1 convicted for breach of notification requirements	24

Category 1 who have had their life time notification revoked on application	2
--	---

Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	129
SHPO with foreign travel restriction	0
Notification Order	0

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	3
---	----------

Level 2 and 3 individuals returned to custody

Returned to custody for breach of licence	Category 1: Subject to notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 2	0	1	3	4
Level 3	1	0	0	1
Total	1	1	3	5

Breach of SHPO	
Level 2	2
Level 3	0
Total	2

Total number of individuals subject to sex offender notification requirements per 100,000 population	76
---	-----------

This figure has been calculated using the mid-2024 estimated resident population, published by the Office for National Statistics (ONS) on 30 July 2025, excluding those aged less than ten years of age.

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2025 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2024 to 31 March 2025.

(a) MAPPA-eligible individuals – there are individuals defined in law as eligible for MAPPA management because they have committed specified sexual, violent or terrorist offences or they currently pose a risk of serious harm. The majority are managed at Level 1 without formal MAPPA meetings. These figures only include those MAPPA eligible individuals 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 individuals are assessed and managed by the police. They may also be managed by probation, youth justice 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 – individuals convicted of violent offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order and a small number of individuals convicted of sexual offences who are not subject to notification requirements. These individuals are assessed and managed by the Probation Service, Youth Justice Service or Mental Health Services.

(d) Other Dangerous Offenders – individuals who do not qualify under the other MAPPA-eligible categories, but have committed an offence that indicates that they pose a risk of serious harm which requires management via MAPPA meetings. These individuals are assessed and managed by

whichever agency has the primary responsibility for them.

(e) Terrorism and Terrorism Risk Offenders – individuals subject to terrorism offender notification requirements; individuals convicted of terrorism or terrorism related offences who were sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order; and those who have committed an offence and may be at risk of involvement in terrorism-related activity. These individuals are assessed and managed by Counter-Terrorism Police and the National Security Division of the Probation Service.

(f) Breach of Licence – individuals released into the community following a period of imprisonment will be subject to a licence with conditions (under probation supervision). If the individual does not comply with these conditions, the Probation Service will take breach action and the individual may be recalled to prison.

(g) Sexual Harm Prevention Order (SHPO) (including any additional foreign travel restriction). Sexual Harm Prevention Orders (SHPOs) and interim SHPOs are intended to protect the public from individuals 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 individual 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 individual. In the case of an order made on a free standing application by a Chief Police 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 individual has acted in a way

since their conviction that makes 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.

(h) 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. Individuals have a right of appeal against notification.

(i) 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 recorded on VISOR as a Potentially Dangerous Person (PDP).

(j) Lifetime notification requirements revoked on application – Qualifying individuals 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 subject to notification requirements 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 children.

Lay adviser reflections

MAPPA lay advisers are volunteer members of the public, appointed by the Secretary of State for Justice, to reflect the views of the community and bring independent scrutiny of the effectiveness of MAPPA in its work to protect the public. We aim to act as critical friends to both the Lead and Duty to Cooperate (DTC) agencies to support the development of robust risk management plans in respect of MAPPA offenders released into the community.

Surrey has two lay advisers. John Hutchings was first appointed as an adviser in November 2021 and Philippa Helme in January 2023. We have been able to attend most of the Level 2 and Level 3 meetings that took place each month, and also meetings of the MAPPA National Security Division involving Surrey-based offenders. We also attended the meetings of the MAPPA Strategic Management Board, which meets three times a year.

We work closely with the lay advisers for Sussex (Tony Coyne and Marian Trendall) and are grateful to them for their support and friendly co-operation. Marian's second term came to an end in May 2025. We would like to acknowledge the significant contribution which Marian made to MAPPA in the region, and the ready support and helpful advice that she gave to her fellow advisers.

We are grateful for the support we receive from the MAPPA Administrators in Surrey, who are pivotal to the effectiveness of the arrangements. We welcome increased engagement with the central MAPPA policy team in the Ministry of Justice, who have initiated what we hope will be regular online meetings with lay advisers around the country. We would like to see more joint training and knowledge-sharing among MAPPA lay advisers nationally.

We continue to be impressed by the effectiveness of those chairing MAPPA meetings at all levels, and by the competence and commitment of the staff participating. We have observed a high level of co-operation between partner agencies and generally good attendance, though not always by those with

direct responsibility for supporting the individual under discussion. We continue to be concerned about the shortage of appropriate housing for offenders, especially for those with particular needs or behavioural issues.

Philippa Helme and John Hutchings

MAPPA lay advisers for Surrey

All MAPPA reports from England and Wales are published online at:
www.gov.uk

