

SURREY

Multi-Agency Public Protection Arrangements

Annual Report 2008 – 2009



Introduction

The Surrey MAPPA has continued to operate strongly and effectively throughout 2008/09. The three lead agencies, Police, Probation and Prison services identified an ambitious annual Business Plan and can report major achievements against this. The commitment of the lead agencies and partners who have a duty to co-operate is to be commended. Whilst we cannot eliminate the risk of further criminal behaviour, good collaborative working has ensured that serious offending has been well controlled and that harm to the Surrey community has been minimised.

A later section of this report details the key achievements of Surrey MAPPA over the past year. The Smart Enough? pilot and introduction of Securus clearly demonstrates that we continue to seek innovative ways of conducting MAPPA business to keep the public as safe as possible. We are particularly proud that during the period covered by this report, no MAPPA registered offender committed a serious further offence and this is due, in no small measure, to the excellent work and collaboration of key managers and practitioners.

In conclusion, it is right to acknowledge the professionalism and commitment of the staff who are involved in delivery of the MAPPA. We were sorry to lose Isobel Jackson, Surrey Probation Director of Offender Management this year following her retirement. Her sound judgement and vast experience was an asset to the SMB and will be much missed. All staff recognise the seriousness and importance of the MAPPA and we are confident that we will continue to work to a high standard to manage high risk offenders and do our utmost to protect the public.

Yvette Ball, Chief Officer, Surrey Probation Area

Mark Rowley Chief Constable Surrey Police

Bruce Davison, on behalf of the Area Manager South Central Prisons

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A Guide to the Multi-Agency Public Protection Arrangements



What is MAPPA?

- MAPPA are a set of arrangements to manage the risk posed by certain sexual and violent offenders. They bring together the Police, Probation and Prison Services in Surrey into what is known as the MAPPA Responsible Authority.
- A number of other agencies are under a duty to co-operate with the Responsible Authority. These include:
 - Children's Services
 - Adult Social Services
 - Health Trusts and Authorities
 - Youth Offending Teams
 - Local housing authorities and certain registered social landlords,
 - Jobcentre Plus
 - Electronic monitoring providers
- The purposes of MAPPA are:
 - to ensure more comprehensive risk assessments are completed, taking advantage of co-ordinated information sharing across the agencies; and
 - to direct the available resources to best protect the public from serious harm.

How do the MAPPA work?

- Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.
- In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be formulated and monitored via MAPP meetings attended by various agencies.

How is information recorded?

ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. The three MAPPA Responsible Authority agencies - police, prison and probation - are able to work on the same IT system enabling the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.

Who are the MAPPA offenders?

There are 3 categories of offender eligible for MAPPA:

Registered Sexual Offenders (Category 1) - sexual offenders who are required to notify the police of their name, address and other personal details and notify any changes subsequently;

Violent Offenders (Category 2) – offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and

Other Dangerous Offenders (Category 3) – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.

How are they managed?

There are 3 levels of management which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate:

Level 1 - Ordinary Management

These offenders are subject to the usual management arrangements applied by whichever agency is supervising them. But this does not rule out information sharing between agencies, via ViSOR and other routes.

Level 2 - Active Multi-agency Management

The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings.

Level 3 - Active Multi-agency Management

As with level 2 but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, and/or to provide ongoing senior management oversight.

How does MAPPA work locally?

MAPPA meetings take place monthly in Surrey with a separate panel for North, East, West and North-West areas. These individual panels enable local agencies to manage MAPPA eligible offenders that live within their specific area, ensuring there is a greater depth of knowledge of services available to assist the risk management process. Regular attendees include housing, community mental health and children's services as well as the lead agencies of police and probation.

A useful method of managing the risks offender's pose is through disclosure of their offending history or behaviour. The MAPPA panel have a duty to consider whether disclosure is appropriate each time an offender is reviewed. Disclosure may involve providing information to individuals within organisations (eg. a leader of a faith group or a head teacher), warning a potential victim or, in extreme cases, wider disclosure to community groups. In all cases, proportionality is considered and the right of the offender is balanced against the risk that he or she poses.

What do the Lay Advisers do?

The responsible authority is required to appoint two lay advisers to sit on the SMB. The lay advisers 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 or have strong links.

Lay Adviser's Report 2008 – 2009

Over the last year a good deal of effort went into improving processes and procedures in the circle of monitoring, evaluation, recommendation and implementation of local MAPPA. One area for improvement identified over the last year was the balance between the quality of decision making and the accurate recording of such, and the following of due process. More support was put in place for our practitioners with the formation of the Level 2 and 3 Chairs Group, formalising communication routes with the SMB.

The two business areas that I feel the SMB needs to move forward are the Communications Strategy (to provide information and raise awareness of MAPPA to multi agency staff, offenders and the general public) and the Training Strategy (for practitioners in MAPPA to support the SMB's own recommendations from audits). Funding is an issue for these two strategies. Further, I would like to see HMPS engage more fully with the strategic business of Surrey MAPPA in terms of resources and funds.

Scrutiny and support of local MAPPA by lay advisers is an effective tool in enhancing public protection and in Surrey lay advisers play a full role at the SMB. There are difficulties nationally with recruitment and retention of lay advisers possibly due to a lack of formal status for the role in government legislation and varying levels of engagement by local SMB's once they are recruited. I sincerely hope that progress will be made on these national issues over the coming year.

Ann Kenney

During 2009 – 2010 there is likely to be an opening for new lay advisors and Surrey MAPPA would welcome any expressions of interest in this role. For further information please contact 01483 630068 or email mappa@surrey.pnn.police.uk.

What is the role of the Strategic Management Board?

Senior representatives of each of the agencies involved in MAPPA form a strategic management board (SMB) which meets at least quarterly to monitor the arrangements and direct any necessary improvements.

Strategic Management Board Membership 2008 - 2009

Name	Organisation
Isobel Jackson (Chair)	Surrey Probation
Lin Pedrick	Surrey Probation
Ray Little	Surrey Probation
D/Supt Pete O'Sullivan	Surrey Police
DI Theresa Breen	Surrey Police
Ann Kenney	Lay Adviser
David Wheatley	Lay Adviser
Caroline Hewlett	Mental Health
Bruce Davison	HM Prison Service
Ben Byrne	Youth Justice Service
Linda Slater	Surrey Safeguarding Children Board
Kim Rippet	Housing

Key Achievements for 2008 – 2009

1. A review of the Strategic Management Board (SMB) structure with membership refreshed to ensure that strong links are maintained with Duty to Cooperate agencies and strategic bodies such as the Children and Adult Safeguarding Boards.
2. Regular audits of MAPPA activity in the county and a strengthened process. This comprises of the inception of a MAPPA Chairs sub-group ensuring that there is a clear pathway for learning from the audits to reach practitioners and conversely concerns or suggestions from practitioners can be brought to the attention of the SMB.
3. A new protocol has been adopted by the MAPPA SMB which ensures that there is a clear understanding between Youth Justice and the Police in relation to their roles and responsibilities regarding young offenders entering the MAPPA process.
4. During the year Surrey has piloted new national MAPPA meeting templates and as a result was instrumental in effecting improvements prior to the countywide roll-out.
5. While there have been no instances of MAPPA offenders committing a Serious Further Offence or requirements for Serious Case Reviews in Surrey, the SMB has been monitoring the learning from cases elsewhere in the country and making sure that information is reaching every agency involved in the MAPPA process. The SMB audits can then be themed to test whether the learning has been implemented.
6. Since September 2008 Surrey has been a pilot site for a public education programme which arises from the 2007 Government Child Sex Offender Review. Under the banner Smart Enough?, this initiative has been a partnership between the SMB, The Lucy Faithfull Foundation and the Surrey Safeguarding Children's Board.
7. To assist the Police in managing registered sex offenders in the community, Surrey has been the first area in the country to adopt Securus, a system that allows, in certain circumstances, the remote monitoring of the usage of offenders' computers. This groundbreaking use of technology allows the Police to conduct much more accurate risk assessments and ensure that resources are deployed effectively.
8. Surrey Probation has delivered MAPPA induction training to all Surrey Children's Services Assessment teams across the county to ensure staff knowledge and awareness of MAPPA processes which can help to keep children safe.

Key Objectives for 2009 – 2010

1. Building on Smart Enough? to improve the way that the SMB is able to provide information to Duty to Cooperate agencies and the public about how MAPPA works.
2. Developing more formal links with the Surrey Criminal Justice Board.
3. Developing further structured training for staff across the agencies who are involved in MAPPA.
4. Utilise the recently introduced Violent Offender Order's to proactively manage violent offender's behaviour in appropriate circumstances.



K E E P I N G C H I L D R E N S A F E

The SMART Enough? programme is aimed at helping parents and carers better protect their children from child sex offenders. The programme aims to dispel common myths surrounding child sex offenders while at the same time arming parents and carers with sound information that would help them keep their youngsters safe from harm. It also offers a better understanding of how convicted sex offenders are managed by the police, probation and other statutory bodies alongside charities and the voluntary sector.

Since September 2008 the Lucy Faithfull Foundation has made eight presentations across Surrey to parents and carers with monies made available by the Home Office. These presentations were supported by Surrey Police, Surrey Probation and the Surrey Safeguarding Children Board. Over 170 parents and carers attended these events and were provided with information and awareness. There have also been 50,847 hits on the website since it went live on the 15th September 2008.

Smart Enough? is due to be evaluated in the Autumn of 2009. Further details can be found at www.smartenough.co.uk



During the Spring of 2008 Surrey Police Risk Management Unit embarked on a collaborative project with 'SECURUS' an IT company and the Lucy Faithfull Foundation. The aim of the project was to try and develop the software so it would be effective in remotely monitoring computer usage of registered sex offenders.

The pilot of installing monitoring software onto sex offender's computers was evaluated as successful by the Lucy Faithful foundation; and there was also a positive response from some of the offenders who saw some benefit for themselves in keeping safe and working with the police. The Surrey Police risk management unit has now 'gone live' with using Securus to monitor 14 of its Internet offenders. This enables any illegal or risky behaviour to be identified and acted upon quickly.

Throughout the year the use of Securus has been extended to include non-compliant offenders. This has been achieved by obtaining SOPO's that include a prohibition preventing the offender from using a computer unless Securus is installed and its usage is monitored by the police. Training has also been given to Guildford's Crown Court judges to create greater understanding of Securus which appears to have been successful with four such SOPO's granted in the last year.

Statistical Information 2008 – 2009

MAPPA Statistics for Surrey	2006-7	2007-8	2008-9
Category 1 offenders living in your area on 31st March 2009			
A Division (Northern)	93	94	92
B Division (Eastern)	109	118	126
C Division (Western)	129	136	196
D Division	95	106	
Sub-Total:	426	454	414
Category 2 offenders living in your area (*on 31st March 2009)	91	124	66*
Category 3 offenders living in your area (*on 31st March 2009)	18	14	2*
Total:	535	592	482
Offenders managed via MAPPA Level 2			
How many Category 1 offenders were managed at Level 2?	220	147	95
How many Category 2 offenders were managed at Level 2?	49	43	33
How many Category 3 offenders were managed at Level 2?	24	14	4
Total:	293	204	132
Offenders managed via MAPPA Level 3			
How many Category 1 offenders were managed at Level 3?	4	0	3
How many Category 2 offenders were managed at Level 3?	1	0	3
How many Category 3 offenders were managed at Level 3?	2	0	0
Total:	7	0	6
Enforcement for offenders managed via MAPPA			
Returned to custody for breach of licence			
Level 2	44	18	14
Level 3	0	0	0
Total:	44	18	14
Sent to custody for breach of SOPO			
Level 2	1	0	1
Level 3	0	0	0
Total:	1	0	1
Serious Further Offences involving offenders managed via MAPPA			
Charged with a serious further offence			
Level 2	2	1	0
Level 3	0	0	0
Total:	2	1	0
Of those charged during 2008 - 9 (Level 2 and 3 combined)			
Convicted of a SFO	n/a	n/a	0
Other outcome	n/a	n/a	0
Remain charged with a SFO	n/a	n/a	0
Further data on Category 1 Offenders			
Total number of RSO's in Surrey per 100,000 of population	39	42	38
RSO's cautioned or convicted for breach of notification requirements	19	10	17
Sexual Offences Prevention Orders			
Applied for	21	18	18
Interim Order issued	1	2	5
Full Order issued	14	6	15
Notification Orders			
Applied for	0	0	1
Interim Order issued	0	0	0
Full Order issued	0	0	1
Foreign Travel Orders			
Applied for	0	0	0
Imposed by the courts in Surrey	0	0	0

Statistical Commentary

The totals of MAPPA eligible offenders, broken down by category, reflect the picture on 31 March 2009, ie a snapshot. [This year has seen a sharp drop in the total number of Category 2 and 3 offenders reported. This is mainly due to the difference in reporting methods made to ensure a more accurate picture of the number of MAPPA eligible offenders living in the community at any one time. Last year's figure reflected the number of such offenders over the whole year rather than the snapshot given this year. The Category 1 figure has been a 31 March snapshot for some years. The rest of the data covers the period 1 April 2008 and 31 March 2009, in order to give an indication of activity and outcomes in relation to those offenders managed at MAPPA Levels 2 and 3 over the whole year.]

The totals for Category 1 offenders in Surrey are broken down into police divisional areas. In June 2008 Surrey Police changed its divisional structure from four to three areas which explains the variance in offender numbers for 2008-09 from previous years. There are no figures for D division for 2008-9 as it has been absorbed into the new areas.

Since 2006 there has been a decline in the number of Category 1 offenders being dealt with at Level 2 MAPPA. This has been due to active management of cases so that where fewer agencies become involved with an offender then it is more appropriate for them to be managed at Level 1. This allows Level 2 MAPPA meetings to concentrate on those cases requiring multi-agency involvement.

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 and/or currently pose a risk of serious harm, although the majority are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

Breach of notification requirements – This applies to those on the sex offender's register. Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years' imprisonment.

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.

Serious further offence (SFO) – Serious sexual or violence offences listed in Probation Circular 22/2008. Other outcome means that the case has been dealt with by 31 March 2009 but that the offender was not convicted of an SFO; eg the offender was acquitted or the case was not proceeded with, or s/he was convicted of a lesser offence. The data may include offenders who remained charged with an SFO at 31 March 2008 and where so, this is indicated.

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 5 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 5 years' imprisonment.

Notification Order – Requires sexual offenders who have been convicted overseas to register with police, in order to protect the public in the UK from the risks that they pose. Police may apply to the court for the order in relation to offenders in or intending to come to the UK.

Foreign Travel Orders - Prevent offenders with convictions for sexual offences against children from traveling abroad (where it is necessary to do so) to protect children from the risk of sexual harm.

Case Study 1

H is a high risk registered sex offender who sexually abused her own children. H was due to come off the register in 2007 but police and partner agencies were able to obtain sufficient intelligence about her risky behaviour to obtain a SOPO at court. The SOPO was granted indefinitely which placed her back on the register and ensured she continued to be monitored by the police risk management officers.

H continued to be a challenge to manage and with the assistance of CEOP police focused the visits around her talking more about her previous offending which was believed to be more involved than initially disclosed. Through the skill of interviewing and the persistence of the risk management officers H eventually provided information about further incest offences she had committed against her son. These were fully investigated by the police and she was subsequently convicted at court and sentenced to six years imprisonment in March 2009.

Case Study 2

L has a long history of sexual offending both in this country and abroad. An Interim Risk of Sexual Harm Order was imposed as a result of his inappropriate behaviour towards young girls and he was later convicted of sexual activity with a female under the age of 13. L was sentenced to a community order and placed on the sex offender's register.

The risk management plan agreed at MAPPA (Level 2) included L completing rehabilitation courses, the use of a SOPO and licence conditions to restrict the nature of employment and contact with children, enhanced levels of probation supervision and the use of intelligence by the police to monitor L's behaviour.

Through MAPPA it was agreed that police and probation would conduct joint visits with L and that any accommodation move needed approval from both agencies. There was also ongoing communication with Children's Services to ensure they were aware of any children identified as being vulnerable due to potential contact with L.

As a result of information sharing by police and probation it was ascertained that L was frequenting gyms when children may be present. The MAPPA panel decided that a disclosure about L's offending history needed to be made to the local gym in order to manage the potential risk that he posed. As a result of the disclosure L's gym membership was revoked and the immediate risk to children was reduced.

Case Study 3

G has been involved in crime since a teenager and had previously been under the Priority Prolific Offender Team. In May 2008 he was released on licence from prison for an offence of grievous bodily harm and came under MAPPA as a Level 2, Category 2 case. G caused concern as he suffered from mental health issues, learning difficulties, dependency on alcohol and drugs as well as being homeless.

MAPPA put together a tight release plan to manage the risks G presented in living in the community. He was placed in a probation approved and monitored premises, a CMHT assessment was arranged and steps were taken to find appropriate supported accommodation for G. He was drug tested and breathalysed regularly and Pubwatch was notified locally to prevent him from behaviour that may lead to further offending.

Although progress was made with G incidents were reported where he had made physical threats to hospital staff and threats to his own life that led to him being recalled to prison. A care plan to protect the public had been successfully put in place by MAPPA however when he became too great a risk and his needs could no longer be met in the community a return to custody was required. Since G's recall he has remained under probation and reports show improvements in his behaviour in a more controlled environment.

Contacts and Resources

Members of the Responsible Authority:

Surrey Police

Mount Browne, Sandy Lane, Guildford, Surrey GU3 1HG T: 0845 125 2222

Surrey Probation Area

Bridge House, Flambard Way, Godalming, Surrey GU7 1JB T: 01483 860191

HM Prison Service

2nd Floor, White Rose Court, White Rose Lane, Woking, Surrey GU22 7PJ T: 02072 172538

Other Agencies represented on the SMB:

Youth Justice Service

Quadrant Court, 35 Guildford Road, Woking, Surrey GU22 7QQ T: 01483 517000

Children and Family Services (including Surrey Safeguarding Children Board)

Fairmount House, Bull Hill, Leatherhead, Surrey KT22 7AH T: 01372 833000

Contact Centre, T: 0345 6009009

Surrey and Borders Partnership NHS Trust

18 Mole Business Park, Leatherhead, Surrey KT22 7AD T: 01883 383838

Other Agencies:

Surrey Women's Aid www.womensaid.org.uk

T: 01483 776822

National Centre for Domestic Violence (male and female) www.ncdv.org.uk

T: 0844 8044 999

Stop It Now! www.stopitnow.org.uk

T: 0808 1000 900

Lucy Faithfull Foundation www.lucyfaithfull.org

Nightingale House, 46-48 East Street, Epsom, Surrey KT17 1HB T: 0870 774 6354

Child Exploitation and Online Protection Centre, www.ceop.gov.uk

T: 0870 000 3344

Victim Support www.victimsupport.org.uk

T: 0845 3030900 (Surrey T: 0845 389 9528)

East Surrey: Reigate Police Station, 79 Reigate Road, Reigate, Surrey RH2 0RY

T: 01737 766323

West Surrey: 15a Monument Way East, Woking, Surrey GU21 5LY

T: 01483 770457

North Surrey: Egham Police Station, 1 High Street, Egham, Surrey TW20 9HJ

T: 01784 437932

Surrey Mappa:

T: 01483 630068, Email: mappa@surrey.pnn.police.uk