

SURREY

Multi-Agency Public Protection Arrangements

Annual Report 2007-08



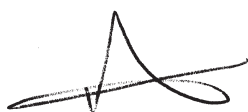
Joint Statement by Chief Officers

For the Police, Probation and Prison Services in Surrey, protecting the community is our highest priority. We achieve this by working closely together along with other agencies to assess and manage the risks posed by the critical few, who potentially pose the most harm to individuals. A few case examples in this Report illustrate how this works in practice.

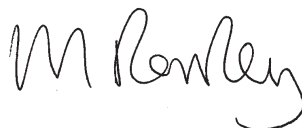
This year has seen the introduction of new guidance for managing public protection cases published by the National Offender Management Service (NOMS) comprising a set of standards, which must be met. Surrey staff have embraced this approach and reviewed their practice in light of the new guidance. What is clear is that the strong professional relationships developed between agencies over the years produces an effective and robust response to community safety. It is a testament to our staff's skill and professionalism that they take every available measure to manage the risks presented by others.

It has been commented upon at a national event that the UK's public protection arrangements are a 'world leader in crime management' – we are happy to report that Surrey is very much playing its part.

We look forward to continuing to work with all our partners in the forthcoming year to protect the people of Surrey.



Chief Officer
Surrey Probation Area



Temporary Chief Constable
Surrey Police



Area Manager
South Central Prisons

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Surrey Strategic Management Board Chair's Report

This year has been both a year of progress and review for MAPPA in Surrey. The reorganisation of the Surrey Police Public Protection Risk Management Unit has been paying full dividends in its first full year of operation with all police officers involved working to the same structure. The Unit also strengthened its management with the appointment of a Detective Inspector leading the unit day to day and Sergeants supporting the Risk Management Officers working in the divisions.

The multi-agency protocol announced last year which, among other things, defines how the various Duty to Co-operate agencies will co-operate with the MAPPA, was launched during 2007-2008 in a series of presentations to staff from the Duty to Co-operate agencies. This was combined with the launch of a protocol covering Prolific and Priority Offenders which was published by the Surrey Local Criminal Justice Board. The two protocols are complementary and form, in effect, a continuum of multi-agency management across a broad range of offenders.

The major commitment for the Strategic Management Board this year has been to review the operation of MAPPA in Surrey - in light of the 2007 revision of the MAPPA Guidelines published by the National Offender Management Service. Our review found that on the whole, MAPPA, as it has evolved in Surrey, works efficiently and effectively although we must never be complacent. While we are making some changes, introduced by the new Guidelines, and will have to achieve some Key Performance Indicators, our organisational structure will remain largely unchanged.

It would be remiss to fail to recognise the contribution made by one of the founders of MAPPA in Surrey, Detective Superintendent Boxall who retired this year. He had been responsible for the Surrey Police PPRMU and chairman of the Strategic Management Board. He has been succeeded as head of the PPRMU by Detective Superintendent O'Sullivan who continues Detective Superintendent Boxall's commitment to working together to protect the public. Finally, I would like to thank all those who have so worked hard in MAPPA in 2007-08 to protect the public. I look forward to another year of progress and development.

Isobel Jackson, Chair

Case Study

Mr T is a Registered Sexual Offender having been convicted of exposing himself to a number of teenage girls. He is managed via MAPPA (Level 2) as he requires active co-ordinated management by Police, Probation and the Community Mental Health Team. MAPPA had already decided to strengthen the original risk management plan by authorising disclosure to the local Day Centre which he attended after his Probation Officer had established that this facility was also visited by children.

Additionally, during a routine planned visit to Mr T's home address by the Risk Management Officers (RMOs), who are the Police Officers who manage Registered Sexual Offenders, Mr T revealed that he had accompanied a friend who was babysitting his friend's grandchildren. The RMOs knew Mr T was also subject to a Sexual Offences Prevention Order (SOPO) which explicitly stated that he should not enter any home where children were present. Checks were undertaken by the Police and Social Services, which confirmed Mr T's admission. Mr T was charged with breaching his SOPO and he is now awaiting sentencing by the Crown Court.

Throughout this entire period, Police, Probation and Mental Health Services, under the MAPPA umbrella, have shared information, made joint decisions and, by so doing, have brought increased protection to children within the community.

Key Achievements for 2007/8 and Key Objectives for 2008/9

The Strategic Management Board (SMB) Business Plan for 2007-9 covers: i) MAPPAs development, ii) Monitoring and evaluating MAPPAs work across Surrey, iii) Developing communication and partnership working, and iv) Training. Progress in all four areas has been achieved by the SMB.

Building on existing arrangements, Duty to Co-operate agencies agreed a new multi-agency protocol, formerly adopted by the SMB in May 2007, and which was launched via a series of multi-agency interactive presentations. The SMB reviews compliance with the protocol – through attendance statistics and reports from MAPPAs chairs - at its quarterly meetings, holding agencies to account for their levels of co-operation.

In October 2007, the National Offender Management Service (NOMS) launched the updated MAPPAs Guidance Manual, first published in 2003. Two SMB working parties studied the Guidance in detail to ensure that Surrey complied, whilst also ensuring that procedures remained practical and effective. Within this, the roles of MAPPAs Co-ordination and administration have been under close review.

As reported on Page 11, in the statistical commentary, work has also been undertaken this year on ‘thresholding’ – the Level at which cases are managed within MAPPAs. Guided by the Ministry of Justice’s MAPPAs Policy Team, and evidence from bi-annual SMB audits, Surrey has strengthened the Level 2 referral criteria, cutting the number referred to concentrate time and resources on the remainder.

In January 2008, Surrey Probation and the five Surrey prisons went live with ViSOR, the Violent and Sexual Offender Register database, first introduced into the Police service three years ago to record work with registered sexual offenders. With Surrey Probation adding details of violent offenders and with Surrey prisons able to view records, offender risk assessment and management in Surrey has been enhanced.

Surrey Police’s recently expanded Public Protection and Risk Management Unit continued to strengthen its contribution to MAPPAs with the recruitment of a dedicated field intelligence officer to develop pro-active policing and intelligence gathering.

Objectives for 2008/09 include the further development of training for staff who manage MAPPAs offenders; keeping the public informed about MAPPAs and achieving the Key Performance Indicators set by central Government to measure effectiveness.

Case Study

Miss B arrived at HM Prison Downview with “Risk to children” status, having been convicted of Unlawful Sexual Intercourse with a child under thirteen. The Public Protection team within the prison instigated both child contact procedures and the monitoring of both mail and telephone calls.

During the mail monitoring of Miss B, it became obvious that she had started a relationship with a Miss D and they were intending to set up home upon release. Miss D was the mother of two small children. That information was shared between the MAPPAs agencies and recorded on the ViSOR database (Violent and Sexual Offender Register). A key outcome from the agencies working together, was that the Probation Service stipulated that one of the conditions of Miss B’s release was that she could not live with Miss D or visit her home.

Miss B breached that licence condition when she went to Miss D’s home. She was arrested by Police at Miss D’s property and returned to prison.

A Guide to the Multi-Agency Public Protection Arrangements



The Structure

The Criminal Justice and Court Services Act 2000 established the Multi-Agency Public Protection Arrangements (Mappa) and placed them on a statutory basis. The Criminal Justice Act 2003 re-enacted and strengthened those provisions. The legislation requires the **Police, Prison and Probation Services** (acting jointly as the 'Responsible Authority') in Surrey to:

- establish arrangements for assessing and managing the risks posed by sexual and violent offenders;
- review and monitor the arrangements;
- (as part of the reviewing and monitoring arrangements) prepare and publish an annual report on their operation.



A range of other agencies have also been placed under a **duty to co-operate** with the Responsible Authority. These include:

- Local Authority Social Services.
- Primary Care Trusts, other NHS Trusts and Strategic Health Authorities
- Jobcentres Plus
- Youth Justice Teams
- Registered Social Landlords which accommodate Mappa offenders
- Local Housing Authorities
- Local Education Authorities
- Electronic Monitoring providers

Overseeing the work within Surrey is the **Strategic Management Board (SMB)**. The Surrey SMB meets at least quarterly and is chaired by a senior Probation Officer and includes representatives from the Responsible Authority and other Duty to Co-operate agencies. There is also a requirement to appoint two **lay advisers** to the SMB – independent observers empowered to ask questions and challenge the working practices of agencies and individual practitioners. Surrey currently has two strong advisers and they continue to contribute to the effectiveness of Mappa within Surrey.

The SMB ensures local arrangements are effective and consistent with national guidance. From April 2008 it will also measure effectiveness against new National Mappa standards – standards designed to ensure the effectiveness of public protection arrangements and that each agency is playing its full part in Mappa.

Strategic Management Board Membership 2007-8

Name	Organisation
Isobel Jackson (Chair)	Surrey Probation
Ray Little	Surrey Probation
T/ACC Jerry Kirkby	Surrey Police
Det Supt Pete O'Sullivan	Surrey Police
DI Theresa Breen	Surrey Police
Martin Hurcomb	Surrey Police
Ann Kenney	Lay Adviser
David Wheatley	Lay Adviser
Mike Geernaert	Safeguarding Support Services
Caroline Hewlett	Mental Health
Bruce Davison	HM Prison Service
Ben Byrne	Youth Justice Service
Linda Slater	Surrey Safeguarding Children Board
Louise Parfree (PA)	Surrey Police

Within MAPPa there are Categories and Levels: There are three categories* of offender:

Category 1: Registered Sexual Offenders (RSOs) – offenders required to comply with the notification requirements (often referred to as registration) set out in Part II of the Sexual Offences Act 2003.

Category 2: Violent or other sexual offenders who have committed offences listed in Schedule 15 of the Criminal Justice Act 2003 and sentenced to custody for 12 months or more and offenders detained under Hospital Orders.

Category 3: Other Offenders - offenders who do not fall into Categories 1 or 2 but, because of the offences committed by them (wherever they have been committed), are considered to pose a risk of serious harm to the public.

Each offender can then be managed at one of three levels*:

Level 1: Offenders are dealt with by an individual agency through standard practice. Practitioners in those Services will liaise and may undertake joint tasks but do not need their work formally co-ordinated by their managers at multi-agency meetings. Level 1 offenders are usually assessed as having a low or medium probability of committing further serious harm.

Level 2: At Level 2 the active involvement of more than one agency is required to manage the offender. Most offenders managed at Level 2 will be assessed as high or very high risk of serious harm and can be managed at Level 2 where the management plans do not require the attendance and commitment of resources at a senior level.

Level 3: The few cases referred to Level 3 are those of offenders whose management is so problematic (including those that attract media attention) that multi-agency co-operation and oversight at a senior level is required, together with the authority to commit exceptional resources to strengthen the risk management plan.

* It is possible for an offender to move Categories and Levels. However, movement between levels is more frequent than between categories, given that risk is influenced by dynamic factors, such as accommodation, substance use, employment, mental health and relationships.

How MAPPA works on the ground

Identification - Any agency may refer an offender to MAPPA, under one of the Categories listed above.

Information Sharing - The referral will include (as applicable) the agency's own current risk assessment, sentence details, offending history, other agencies involved and the agency's internal risk management plan.

Risk Assessment - It is then the responsibility of the MAPPA agencies to risk assess and assign to one of three management Levels.

Risk Management – A risk management plan is then formulated to minimise the likelihood of further offending and/or the impact of any further offence. That plan is then reviewed on a regular basis – with defensible decisions and actions being made.

One of the tools available to manage risk is **disclosure**. Disclosure may constitute giving information to individuals within organisations (eg. a leader of a faith group or a Headteacher), 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.

Another facet to risk assessment/management is the **Violent and Sexual Offenders' Register (ViSOR)**. ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. In 2008, for the first time, the three MAPPA responsible authority agencies - Police, Prison and Probation - will be able to work on the same IT system enabling the sharing of risk assessments/management information on individual violent and sex offenders in a timely way to reduce re-offending.

Additional Restrictions

Separate to any sentences passed by a Court, following conviction for past behaviour, there are three Orders that seek to control future behaviour. A breach of these Orders, without reasonable excuse, is a criminal offence with a maximum penalty of five years imprisonment:

Sexual Offences Prevention Orders place prohibitions on behaviour and can be used where an offender with a relevant conviction or caution for an offence is considered to pose a risk of serious sexual harm. It does not matter when the conviction or caution was received.

Notification Orders require 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.

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.

CONTACTS AND RESOURCES

Members of the Responsible Authority:

Surrey Police

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

Surrey Probation Area

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

HM Prison Service

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

Other Agencies represented on the SMB:

Youth Justice Service

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

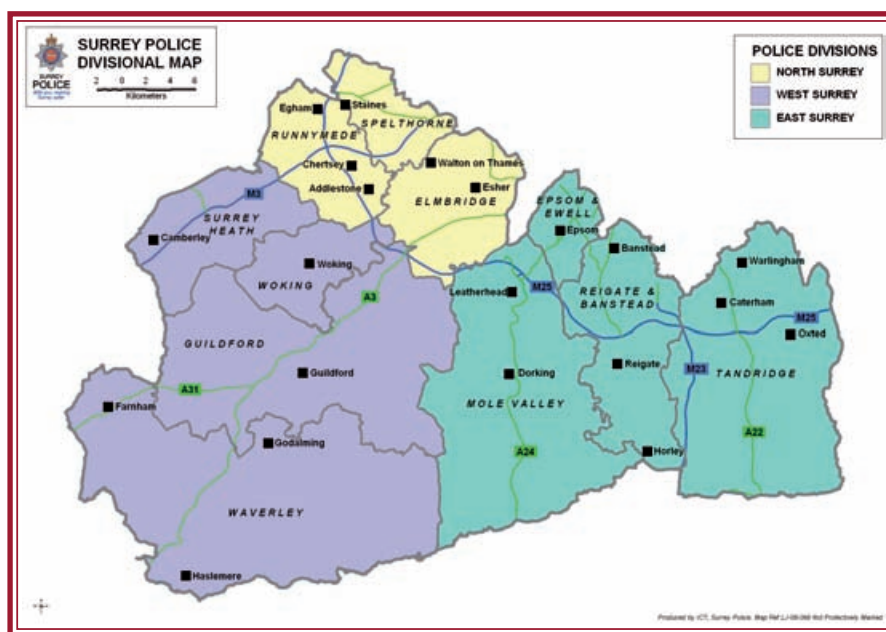
Children and Family Services (including Surrey Safeguarding Children Board)

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

Contact Centre, T: 08456 009009

Surrey Oaklands NHS Trust

Oaklands House, Coulsdon Road, Caterham-on-the-Hill, CR3 5YA, T: 01883 383838



Other Agencies:

Surrey Women's Aid & Domestic Violence Helpline www.womensaid.org.uk

T: 01483 776822

Stop It Now! www.stopitnow.org.uk

T: 0808 1000 900

Lucy Faithfull Foundation www.lucyfaithfull.org

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

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

T: 0870 000 3344

Victim Support www.victimsupport.org.uk

East Surrey: Reigate Police Station, 79 Reigate Road, Reigate, RH2 0RY, T: 01737 766323

West Surrey: 15a Monument Way East, Woking, GU21 5LY, T: 01483 770457

North Surrey: Egham Police Station, 1 High Street, Egham, TW20 9HJ, T: 01784 437932

Lay Adviser's Report

It has been a year of positive progress and development for the MAPPa process in Surrey. In particular:

- Agreed actions within the Business Plan are well up to date and a new forward look has been fully documented.
- A task force set up to oversee the impact of the new MAPPa Guidance has recommended a *modus operandi* for their implementation with suggested minor variations to take into account particular local circumstances.
- Police and Probation have agreed a rotating chairmanship for Level 2/3 meetings and it has been a pleasure to observe the excellent spirit, co-operation and professionalism within which these are held. However, there is still some work to be done in persuading some agencies, which have a duty to co-operate, that their attendance, when required, is vital to ensure a completely fruitful outcome.

In finishing, it is also very pleasing to record the welcome given by all involved parties to the Lay Advisers in Surrey, which enables us to make a full contribution within the scope of the prescribed role.

David F. Wheatley
Lay Adviser

Case Study

Prisoner D is serving time for criminal damage and harassment offences. These offences, which were not against her partner, would not obviously put D in MAPPa – where is the serious harm in having your car scratched or paint thrown at your door? However, the Criminal Justice professionals were so concerned about her that she was classified as MAPPa Category 3 and managed at Level 3. Why?

When the offences were put into context, they demonstrated repeated and targeted intimidatory behaviour. The offences were committed against those whose employment or ethics she disagreed with. The 'serious harm' aspect could be clearly seen; the effect on her victims was financial, physical, emotional and psychological, and long term. Furthermore, Surrey criminal justice staff, in conjunction with a neighbouring area, were concerned she would imminently re-offend upon release. MAPPa management was thus essential.

Although D remains in prison, at present, her release date is approaching. The prison Probation team have been working with her, to enable her to lead an offence-free life upon release, and the Prison Public Protection team have worked with the National Domestic Extremism Unit, and through MAPPa meetings, to ensure D's accommodation is appropriate. There has been, in particular, a need to ensure that she does not reside with individuals who would tempt her back into offending and that she is supported by professionals in the community. Those same MAPPa meetings have set stringent conditions on the Prison licence, which will be rigorously enforced, and they have shared information with surrounding areas to alert them to the likelihood of re-offending.

This is an unfolding case but MAPPa is succeeding; appropriate information has been shared between agencies in and out of County, disclosure to those at risk has been undertaken, risk assessments have been completed and a stringent risk management plan is in place. It is believed that all that can be done has been done by the MAPPa agencies. Whether D herself also wishes to succeed will depend on her but that is more likely because of the work that has been done by MAPPa.

MAPPA Statistics for Surrey	2005-6	2006-7	2007-8
Category 1 offenders living in your area on 31st March			
A Division	79	93	94
B Division	108	109	118
C Division	118	129	136
D Division	85	95	106
Sub-total:	390	426	454
Category 2 offenders living in your area	95	91	124
Category 3 offenders living in your area	16	18	14
Total:	501	535	592
Level 2			
How many Category 1 offenders were managed at Level 2?	n/a	220	147
How many Category 2 offenders were managed at Level 2?	n/a	49	43
How many Category 3 offenders were managed at Level 2?	n/a	24	14
Total:	n/a	293	204
Level 3			
How many Category 1 offenders were managed at Level 3?	2	4	0
How many Category 2 offenders were managed at Level 3?	0	1	0
How many Category 3 offenders were managed at Level 3?	1	2	0
Total:	3	7	0
Returned to custody/charged...			
How many Level 2 cases were returned to custody for breach of licence?	19	44	18
How many Level 3 cases were returned to custody for breach of licence?	0	0	0
How many Level 2 cases were returned to custody for breach of a Sexual Offences Prevention Order (SOPO)?	3	1	0
How many Level 3 cases were returned to custody for breach of a Sexual Offences Prevention Order (SOPO)?	0	0	0
How many Level 2 cases were charged with a serious sexual or violent offence?	0	2	1
How many Level 3 cases were charged with a serious sexual or violent offence?	0	0	0
Further Data on Category 1 Offenders (Registered Sexual Offenders)			
Total Number of RSOs in Surrey per 1000 of the population	36	39	42
Sexual Offenders having a registration requirement who were cautioned or convicted for breaches of the requirement	6	19	10
SOPOs applied for	11	21	18
Interim SOPOs granted	n/a	1	2
Full SOPOs imposed	11	14	6
Notification Orders (NOs) applied for	n/a	0	0
Interim NOs granted	n/a	0	0
Full NOs imposed	n/a	0	0
Foreign Travel Orders (FTOs) applied for	n/a	0	0
FTOs imposed	n/a	0	0

Statistical Commentary

Category 1: There were 390 registered sexual offenders living in the community in 2005/6, 426 in 2006/7 and now 454 in 2007/8. This is a 16% increase on the 2005/6 Category 1 total. This does not mean there has been more offending within Surrey, rather that because RSOs are remaining on the register, there is a cumulative effect.

Notification Requirements: During 2007/8, Surrey Police cautioned or saw convicted 10 RSOs who breached their notification requirements. This is down from 19 in 2006/7 but in the year prior to that it was 6 (2005/6).

Sexual Offences Prevention Orders: In 2007/8, Surrey Police applied for 18 SOPOs and had 6 granted by the Courts. Figures for the previous years were, 2006/7, 21 applied for, 14 imposed and, 2005/6, 11 applied for, 11 imposed. The figures represent two methods of application – SOPOs applied for at the time of conviction and sentence at Court and those applied for under civil law.

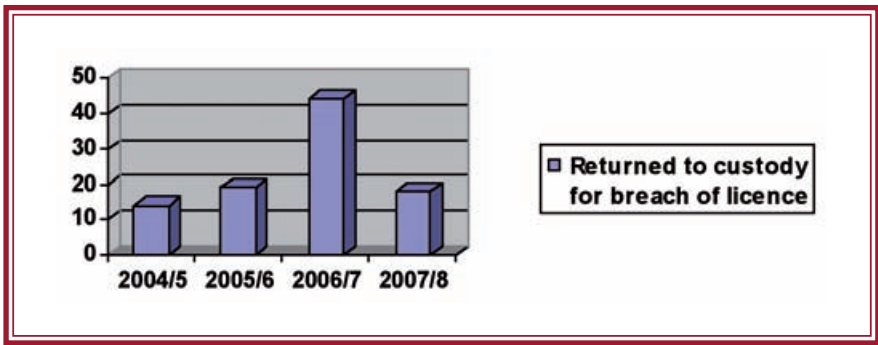
Notification Orders/Foreign Travel Orders: In 2007/8, there was no activity with regards to Notification Orders or Foreign Travel Orders.

Category 2: Unseen from the figure of 43 category 2 offenders managed at Level 2, which is consistent to the previous year's figure of 49, is that by 31st March 2008, just 19 individuals were still being managed at Level 2. This drop reflects a more confident use of managing cases at Level 1. Police and Probation/Youth justice have been encouraged to continue to work together – for example through information sharing and undertaking joint home visits – but without the need for their Managers to formally co-ordinate such work at the Level 2 meeting; one of the criteria for inclusion of cases at level 2 is active co-ordinated management.

Category 3: Of equal note, has been the reduction in Category 3 offenders, down to 14. This can be attributed to the SMB Audit that looked at this group of offenders. The audit revealed that some criminal justice practitioners were keeping offenders unnecessarily within Category 3 and were encouraged to manage those offenders outside of MAPPAs. Additionally, the audit revealed that a small number of offenders in fact no longer satisfied the Category 3 criteria, with the Chairs of the MAPPAs Level 2 meetings subsequently taking them out of the MAPPAs process.

Level 3: The figures show that during 2007/8, Surrey held no Level 3 meetings. It is perhaps worthy of clarification, that this measure considers offenders 'in the community'. During 2007/8, Surrey managed three offenders at Level 3 but for each this highest level of oversight was prior to custodial release. Upon release, each was managed at Level 2, enabling Surrey to record '0' for offenders managed at Level 3.

Returned to custody: In 2007/8, there were 18 offenders who, whilst being managed at Level 2, were returned to custody for breach of their licence. This is a drop of 59% from the figure of 44 in the previous year, 2006/7. It would be tempting to attribute this drop to having fewer Category 2 offenders within MAPPAs. However, looking at the figures for 'returned to custody' over the last four years, it might be that the figure of 44 (for the year 2006/7) is the exception.



Serious Further Offences: Within Surrey, there was one serious further offence committed by someone being managed at MAPPAs Level 2 at the time of the offence. The offence was a Burglary under s9 Theft Act 1968 and following conviction the young offender was sentenced to a two year Supervision Order. (To be considered a serious further offence, the new offence must fall within a list of designated offences for which a person could be imprisoned for 14 years or more on conviction.)

