

Surrey MAPPA 2013-2014



Annual Report



Introduction

Once again, we are pleased to introduce the 2013-2014 Multi Agency Public Protection Arrangements (MAPPA) Annual Report in Surrey. MAPPA has now been in place nationally for over a decade. The purpose of this latest Annual 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.

It is imperative that those offenders who continue to be assessed as presenting a risk of serious harm are adequately managed by those agencies involved with MAPPA arrangements to protect the public. The four stages of MAPPA are:

- Identification of those offenders who need to be managed under MAPPA at the earliest stage;
- Comprehensive and evidence based risk assessments being completed to ensure we identify who is at risk and how this risk can be managed and reduced through interventions, treatment, monitoring and control;
- Devising robust risk management plans to manage the identified risk and to continue to review these through information sharing and multi-agency discussion at formal MAPPA meetings;
- Focusing the available resources to ensure that we manage those who present the highest risk of serious harm through ensuring joined up working and to identify what can be done to mitigate the risk.

In terms of the identification of risk, this could be either to previous victims or to potential victims identified during the course of managing the relevant offenders under MAPPA. The following two areas of work are excellent examples of how we continue to develop the range of services and skills of our teams in order to improve the risk management of offenders managed through MAPPA within the community.

The Secure & Forensic Services within Sussex Partnership NHS Foundation Trust and the Surrey & Sussex Probation Trust (now the National Probation Service) secured funding this year to work in partnership to deliver a new and innovative approach to working with offenders assessed as posing a high risk of harm to others who have a personality disorder. This is modelled on pilot Pathway Projects that support the work of Probation to ensure that their management of offenders with Personality Disorder (PD) is psychologically-informed. Forensic Psychologists are soon to join the Offender Management Delivery Units in Guildford, Redhill and Staines and are also offering support to the Approved Premises in the area. The psychologists provide training, case consultation and formulation skills to support pathway management for this challenging group of offenders. The formulation work occurs prior to the offender's release into the community and when in the community, as a resident of Approved Premises or elsewhere in the community.

Following a successful pilot of polygraph testing for sexual offenders in East and West Midlands Probation Regions during 2009 - 2012, Ministers stated that they intended to make polygraph testing available for inclusion in certain sexual offenders' licences. Legislation was required before polygraph conditions could be applied throughout the whole of England and Wales. A Statutory Instrument to allow testing in England and Wales was passed in July 2013 and came into force in 2014. A condition is now sought for all relevant sexual offenders managed through MAPPA on licence in the community.

We have continued to deliver training for those staff in our agencies on key changes to how MAPPA operates. This is important in ensuring that staff who work with those who present a risk of harm are clear about process and what is expected of them in these often difficult and challenging roles.

We continue to face the challenge of unprecedented organisational change as the Government's 'Transforming Rehabilitation' initiative is implemented across the probation and prison services. This will mean that the work of Probation Trusts will be replaced by a new National Probation Service, with a large proportion of 'traditional' Probation work being managed by the Community Rehabilitation Companies, under the remit of soon to be contracted external providers. The management of the offenders assessed as presenting a high risk of serious harm (and this will include all of those sexual and violent offenders we manage under MAPPA) will be retained as a protected public sector function with the NPS. MAPPA will continue to exist under the new National Probation Service and it is important that we continue to operate at a highly effective level whilst ensuring we evolve with the changing environment.

We are confident that we will be able to continue to function effectively to protect victims of crime, the public and to ensure that we reduce risk and therefore reduce re-offending.

Ian Bickers
Governor
HMP Highdown

Lynne Owens
Chief Constable
Surrey Police

Victoria Jeffries
Assistant Director
National Probation Service, Surrey.

What is MAPPA?

MAPPA background

- (a) MAPPA (Multi-Agency Public Protection Arrangements) are a set of arrangements to manage the risk posed by the most serious sexual and violent offenders (MAPPA-eligible offenders) under the provisions of sections 325 to 327B of the Criminal Justice Act 2003.
- (b) They bring together the Police, Probation and Prison Services in each of the 42 Areas in England and Wales into what is known as the MAPPA Responsible Authority.
- (c) A number of other agencies are under a Duty To Co-operate (DTC) with the Responsible Authority. These include Social Services, Health Trusts, Youth Offending Teams, 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

MAPPA Statistics

MAPPA-eligible offenders on 31 March 2014				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	560	142	N/A	702
Level 2	3	0	2	5
Level 3	0	0	0	0
Total	563	142	2	707

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	27	25	15	67
Level 3	3	1	1	5
Total	30	26	16	72

RSOs cautioned or convicted for breach of notification requirements	12
--	----

Restrictive orders for Category 1 offenders	
SOPOs, NOs & FTOs imposed by the courts	
SOPOs	56
NOs	1
FTOs	0

Level 2 and 3 offenders returned to custody				
	Category 1: Registered sex offenders	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Breach of licence				
Level 2	1	4	1	6
Level 3	0	0	0	0
Total	1	4	1	6
Breach of SOPO				
Level 2	0	N/A	N/A	0
Level 3	0	N/A	N/A	0
Total	0	N/A	N/A	0

N/A= not applicable

Explanation commentary on statistical tables

MAPPA background

The totals of MAPPA-eligible offenders, broken down by category, reflect the picture on 31 March 2014 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2013 to 31 March 2014.

(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 (97% this year) are actually managed under ordinary agency (Level 1) arrangements rather than via MAPP meetings.

(b) Registered Sexual Offenders (RSOs) – those who are required to notify the police of their name, address and other personal details and to notify any changes subsequently (this is known as the “notification requirement.”) Failure to comply with the notification requirement is a criminal offence which carries a maximum penalty of 5 years’ imprisonment.

(c) Violent Offenders – this category includes violent offenders sentenced to imprisonment or detention for 12 months or more, or detained under a hospital order. It also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children.

(d) Other Dangerous Offenders – offenders who do not qualify under the other two MAPPA-eligible categories, but who currently pose a risk of serious harm which requires management via MAPP meetings.

(e) Breach of licence – offenders released into the community following a period of imprisonment of 12 months or more will be subject to a licence with conditions (under probation supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison.

(f) Sexual Offences Prevention Order (SOPO) – a court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. The full order lasts for a minimum of five years, and can last indefinitely. A SOPO will require the subject to register as a sexual offender and can include conditions, for example to prevent the offender loitering near schools or playgrounds. If the offender fails to comply with (i.e. breaches) the requirements of the order, he can be taken back to court and may be liable to up to five years’ imprisonment.

(g) Notification Order – this requires sexual offenders who have been convicted overseas to register with the police, in order to protect the public in the UK from the risks that they pose. The police may apply to the court for a notification order in relation to offenders who are already in the UK or are intending to come to the UK.

(h) Foreign Travel Orders – these prevent offenders with convictions for sexual offences against children from travelling abroad where this is necessary to protect children from the risk of sexual harm.

MAPPA work in Surrey

In the last year we have successfully co-located the police and probation officers in our Guildford team who jointly manage the riskiest sexual and violent offenders. This has led to joined up working through sharing information and enhanced risk management plans for these offenders through greater collaboration.

In the past year we have provided mentoring support for a small number of Registered Sexual Offenders assessed as high risk who require ongoing support from volunteers in order for them to be able to manage their own risk so that they don't re-offend.

We have continued to deliver ongoing training on MAPPA to those agencies who come into contact with MAPPA offenders. This has increased knowledge for practitioners so that agencies can confidently fulfil their statutory responsibilities in managing the riskiest offenders in our area.

In the coming year, we will strengthen our links with the Sussex MAPPA Strategic Management Board to share best practice across both areas to ensure we deliver a good service to the public and reduce re-offending in our areas.

We will develop a local MAPPA protocol setting out a clear process on how offenders convicted of Counter-Terrorist and Domestic Extremism offences will be managed under MAPPA.

We are to develop a staff commendation reward scheme to reward those staff who have demonstrated great achievements through multi-agency collaboration across MAPPA agency teams.

We will continue to build on our Surrey and Sussex MAPPA website – www.surreyandsussexmappa.com in order to keep it relevant and informative for both the public and staff working within MAPPA agencies.

Secure and forensic services

The Secure & Forensic Services within Sussex Partnership NHS Foundation Trust and the Surrey & Sussex Probation Trust (now the National Probation Service) secured funding this year to work in partnership to deliver a new and innovative approach to working with high risk, high harm personality disordered offenders.

This is modelled on pilot Pathway Projects that support the work of Probation to ensure that their management of offenders with Personality Disorder (PD) is psychologically-informed.

Psychologists have joined the Offender Manager Delivery Units in Surrey and are also offering support to the Approved Premises in the area.

The psychologists provide training, case consultation and formulation skills to support pathway management for this challenging group of offenders. The formulation work occurs prior to the offender's release into the community and when in the community, as a resident of Approved Premises or elsewhere in the community.

Following a successful pilot of polygraph testing for sexual offenders in East and West Midlands Probation Regions over the period 2009 - 2012, Ministers stated that they intended to make polygraph testing available for inclusion in certain sexual offenders' licences.

Legislation was required before polygraph conditions could be applied throughout the whole of England and Wales. A Statutory Instrument to allow testing in England and Wales was passed in July 2013 and came into force in 2014.

Lay Advisors

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

Throughout the year we have attended a significant number of Level 2 and 3 meetings, and all SMBs, across the county.

We would like to put on record our praise for the lead bodies in the MAPPA process. They have all been facing considerable change and reorganisation during this period; in particular, the Probation Service. Notwithstanding the significant upheaval this process has caused, we have observed a gritty determination to continue providing a professional service, frequently in the face of very real personal insecurity about the future.

Last year we raised a concern about dangerous offenders being released from prison when they have failed at previous 'Early Releases', especially when a civil protection order is not in place, we would like to raise another issue here: it is the 'model prisoner syndrome'. A dangerous prisoner navigates the prison system with relative ease, moving to open conditions

and release but without the reason, or motivation, for the heinous crime ever being established. The risk to the public remains. A difficult problem but one that is a live issue in Surrey.

Collaborative working of all the MAPPA agencies has never been more critical than at this difficult time in order to ensure the safety of the public in Surrey.

Colette Neville, Eileen Jackman, Lay Advisers.

It was discovered that although Mr C had never previously been charged with any offences, there were numerous incidents recorded involving Mr C displaying sexually harmful behaviour to his siblings and other young children. Following the identification of children at risk in a familial setting a request was made for social services to conduct an assessment.....

To find out more about how Mr C was managed under MAPPA, visit www.surreyandsussexmappa.com

MAPPA case studies

Mr A is a MAPPA Category 1 offender (Registered Sexual Offender) referred to and managed at MAPPA Level 2.

Mr A was convicted of sexual assault on a child, the female daughter of Mr A's partner at the time (he also had a similar previous conviction against a former partner's daughter). Mr A also had previous convictions for violent offences and at the point of being referred to MAPPA was assessed as posing a High risk of serious harm to children.....

To find out more about how Mr A was managed under MAPPA, visit www.surreyandsussexmappa.com

Mr B is a MAPPA Category 2 (violent) offender who was managed at MAPPA Level 2 for a period of time.

Mr B's index offence was for murder, committed when Mr B was under the influence of alcohol and drugs. Mr B was released into the community having served a number of years in prison. Mr B was released from open conditions into the community when his risk of serious harm had been substantially reduced.....

To find out more about how Mr B was managed under MAPPA, visit www.surreyandsussexmappa.com

Mr C was a MAPPA Category 3 offender sentenced to a Referral Order in October 2012 for Criminal Damage. He was referred to and managed at MAPPA Level 2.

The nature of the damage had clear sexual elements which caused concern, and prompted the Youth Support Service to exercise professional curiosity and seek background information from Social Services and the Police.

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

National
Probation
Service

