

# Surrey



# Annual Report 2023-2024



# Introduction

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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 assure effective and efficient arrangements are in place to achieve the priority of protecting the public from harm by those subject to MAPP arrangements and to reduce their re-offending.

We continue to see an increase in the number of individuals becoming subject to multi agency public protection arrangements, although the overall number of nominals subject to MAPP arrangements is relatively stable.

A significant number of people fall under MAPPA as a consequence of a conviction for a sexual offence and are recoded as MAPPA Category 1. Convicted sexual offenders make up the majority of MAPPA nominals in Surrey and Sussex, which is consistent with other SMB areas across the country. The overwhelming majority of convicted sex offenders also become subject to sexual offender registration requirements.

Notification requirements can last for many years beyond the period of a supervised Licence or community order, and this in part will explain the relatively high numbers of Category 1 registered sex offenders under MAPPA in proportion to Category 2 nominals convicted of a violent offence. When you

review the number of cases at Level 2 and Level 3, where there is significant multi-agency activity to manage risk, the numbers are more balanced. This would suggest that overall, arrangements for most convicted sex offenders are working sufficiently well to manage the risks presented to the public at our lower level of oversight, Level 1.

Clearly, the most important responsibility of MAPPA is to have sufficient oversight of partner agency risk management. Good risk management commences with solid risk assessment. We are driven by a continuous recognition that there is always something to learn from reviews and new research, as well as reflecting the reality that key agencies within MAPPA will have staff joining who are at the beginning of their careers and consequently building up their practice knowledge and understanding through experience. To support our risk management work, the SMB have developed an 'improvement plan' to continue to build the practice expertise and knowledge of professionals working with MAPPA nominals in Surrey and Sussex.

The area has seen a number of new Level 2 and Level 3 chairs come into role. We continue to focus on the professional development of Chairs through the delivery of Chair Training and support good practice compliance auditing by our MAPPA Co-ordinators of Level 2 and Level 3 meetings.

We continue to review our administrative support arrangements to boost efficiency and capacity, whilst conforming with national guidance expectations set for us. We have prioritised during 2023/24 the focus of meetings to be predominately based on the 'Four Pillars' of risk management: supervision, monitoring and control, interventions and victim safety planning.

During 2023/24, our focus has moved towards a greater emphasis on the needs and safety of the victim and or the victim's family. This includes robust enforcement of area exclusion zones, electronic or satellite tagging to monitor movements and strict no contact conditions applied as appropriate to

the Licences of released prisoners into the community. Alongside this, again with a view to specific victim safety issues, MAPPA has broadened its remit to pay closer attention to offences relating to domestic abuse, with an increase in cases referred at Category 3.

As reported in the last annual report, cases particularly at Level 2 and Level 3 continue to present with a wide range of complex management needs. HMPPS have embedded its Homelessness Prevention Team, which assists in identifying temporary accommodation for released prisoners for a period of up to 84 nights, but the overall issues in securing affordable and secure accommodation for MAPPA nominals continues to present significant challenges, which in turn impacts on resettlement and rehabilitation activities.

Meanwhile, our specific arrangements for cases considered to present a higher risk in regard to terrorist or domestic extremist nature have now been well established through the National Security Division.

As we look ahead, we expect our caseload to continue to grow, which will bring challenges in relation to resources and capacity. We will be exploring how we may be able to reduce bureaucracy still further as we consider the opportunities from fast developing technology. We remain confident in our ability to continue to have oversight of high-quality risk management practices throughout both Surrey and Sussex.

**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 is MAPPA?

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## 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 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 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](http://www.gov.uk)

# MAPPA Statistics

## MAPPA-eligible individuals on 31 March 2024

	Category 1: Subject to sex offender notification requirements	Category 2: Violent offenders	Category 3: Other dangerous offenders	Total
Level 1	847	196	-	1043
Level 2	0	1	1	2
Level 3	0	1	0	1
Total	847	198	1	1046

## 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	6	12	25
Level 3	0	0	3	3
Total	7	6	15	28

Category 1 cautioned or convicted for breach of notification requirements	9
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Category 1 who have had their lifetime notification revoked on application	0
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## Restrictive orders for Category 1 offenders

Sexual Harm Prevention Order (SHPO)	67
SHPO with foreign travel restriction	2
Notification Order	1

Number of individuals who became subject to sex offender notification requirements following a breach(es) of a Sexual Risk Order (SRO)	1
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## 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	2	0	2	4
Level 3	0	0	0	0
Total	2	0	2	4

Breach of SHPO	
Level 2	1
Level 3	0
Total	1

Total number of individuals subject to sex offender notification requirements per 100,000 population	79
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This figure has been calculated using the mid-2022 estimated resident population, published by the Office for National Statistics (ONS) on 21 December 2022, excluding those aged less than ten years of age.

Consistent with previous publications, this figure should be based on mid-2023 estimated resident population; however, the ONS has changed its publication schedule such that the mid-2023 estimates will be published later this year. As such, the current figure may differ from the corresponding figure based on the mid-2023 estimates.



# Explanation commentary on statistical tables

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## MAPPA background

The totals of MAPPA-eligible individuals, broken down by category, reflect the picture on 31 March 2024 (i.e. they are a snapshot). The rest of the data covers the period 1 April 2023 to 31 March 2024.

**(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 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 Offending Team 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 replaced Sexual Offence Prevention Orders 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 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 juveniles.

# Lay advisor reflections

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MAPPA lay advisers are volunteer members of the public, appointed by the Secretary of State for Justice, who can reflect the views of the community and bring independent scrutiny and review 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 has been an adviser since November 2021 and Philippa Helme since January 2023. Between us, we were able to attend most of the Level 2 and Level 3 meetings that take place each month, and also meetings of the National Security Division involving Surrey-based offenders. We have also attended the meetings of the MAPPA Strategic Management Board that covers Surrey and Sussex, which typically meets three times a year.

Since the Covid pandemic, all MAPPA meetings in our area have taken place remotely. During the year, one of us contributed to a serious case review held into the management of an offender who committed a violent offence in July 2021 while under Level 2 MAPPA management in Sussex. We were satisfied that the case was thoroughly reviewed, and lessons learned.

The support we receive from the MAPPA administrators in Surrey and Sussex is very helpful. We would welcome more contact with the central MAPPA policy team in the Ministry of Justice, and with other lay advisers around the country. We believe there is a strong case for more joint training and knowledge-sharing among MAPPA lay advisers nationally and have been in touch with the policy team to advocate this.

We have been impressed by the effectiveness and inclusive approach of those chairing MAPPA meetings at all levels, and by the competence and commitment of the

staff participating. In general, we have observed a high level of co-operation between partner agencies and a common determination to overcome challenges, despite evident pressure on staff time and financial resources.

In previous years we have highlighted the shortage of appropriate housing for offenders, both immediately on release and follow-on, as a particular area of concern. Access to appropriate accommodation continues to be an issue, exacerbated by the fact that offenders very often do not have a single or clear home base.

For the most part, we have observed good attendance at, and positive engagement in, MAPPA meetings from partner agencies. Occasionally, attendance at Level 2 and Level 3 meetings has not been at a sufficiently senior level to enable effective decision-making and commitment of resources. We would like to see more active engagement by senior Prison Service management in the meetings of the Strategic Management Board. While the SMB has agreed to produce a collective improvement plan, progress in developing this has been slow.

**John Hutchings and Philippa Helme**  
**MAPPA lay advisers for Surrey**

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