

SURREY POLICE AND CRIME PANEL 26 SEPTEMBER 2022

RECENT INSPECTION OUTCOMES

1 SUMMARY

1.1 This report sets out details of two recent inspections and subsequent work being undertaken by Surrey Police to address the recommendations made. The inspections are as follows:

- 2021/22 Police Effectiveness, Efficiency and Legitimacy
- Joint thematic inspection of Multi-Agency Public Protection Arrangements

2 2021/22 POLICE EFFECTIVENESS, EFFICIENCY AND LEGITIMACY

2.1 PEEL (police effectiveness, efficiency and legitimacy) is Her Majesty's Inspectorate of Constabulary and Fire & Rescue Service's (HMICFRS) regular assessment of police forces in England and Wales. HMICFRS use inspection findings, analysis and their professional judgment to assess how good individual forces are in several areas of policing.

2.2 These areas are then graded as follows:

- **Outstanding:** The force has substantially exceeded the characteristics of good performance.
- **Good:** The force has demonstrated substantially the characteristics of good performance.
- **Adequate:** HMICFRS has identified an appreciable number of areas where the force should make improvements.
- **Requires improvement:** HMICFRS has identified a sufficiently substantial number of areas where the force needs to make improvements.

- **Inadequate:** HMICFRS has causes of concern and have made recommendations to the force to address them.

2.4 Surrey's Inspection Findings

2.5 The full report can be downloaded from the HMICFRS website¹. The following is therefore intended to act as a summary of the findings and should not be considered exhaustive.

2.5.1 **The force has a strong problem-solving ethos focused on neighbourhood policing:** HMICFRS found that the force has invested in developing its problem-solving and specialist neighbourhood teams since the last inspection. Neighbourhood policing was found to be valued by the force, and HMICFRS was encouraged to see that resources aren't routinely diverted into other areas of policing. The force's focus on early intervention was also commended.

2.5.2 **The force investigates crime well:** HMICFRS reported that the force carries out crime investigations in a timely way. Officers were found to complete relevant and proportionate lines of inquiry in most cases and the investigations reviewed were found to be well supervised with victims kept updated throughout. The inspector noted that vulnerability was considered at first point of contact and call handlers consistently consider threat, risk and harm to in order to prioritise incidents accordingly.

2.5.3 **The force has an effective criminal justice diversion scheme:** It was reported that the force works hard to break the cycle of repeated offending. Mention was given to the Checkpoint programme, which offers lower-level offenders an alternative to prosecution by addressing the causes of their offending and allowing them to turn their lives around.

2.5.4 **Further work should be done to monitor those who pose the highest risk:** Whilst it was noted that the force manages arrests of outstanding offenders effectively, the inspector found that Surrey Police needs to do more to monitor registered sex offenders and ensure they comply with ancillary orders. HMICFRS stated where officers suspect indecent images of children more should be done to prioritise cases according to the assessment of threat, risk and harm.

¹ <https://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-2021-22-an-inspection-of-surrey-police/>

2.6 A summary of the gradings achieved by Surrey Police are detailed below:

Outstanding	Good	Adequate	Requires improvement	Inadequate
Preventing crime	Investigating crime	Responding to the public	Managing offenders	
	Treatment of the public	Developing a positive workplace		
	Protecting vulnerable people	Good use of resources		

2.7 OPCC Response to HMICFRS Recommendations:

2.8 The inspection report highlighted nine areas of improvement for Surrey. In its formal response to HMICFRS, the OPCC set out the actions Surrey Police would be taking to address each of these. This document is attached as Appendix 1.

3. JOINT THEMATIC INSPECTION OF MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS

3.1 HMICFRS, together with Her Majesty’s Inspectorate of Probation and Her Majesty’s Inspectorate of Prisons (HMIP), published a joint report looking at whether prisons, police and probation, along with other agencies, had achieved delivering Multi-Agency Public Protection Arrangements (MAPPA).

3.2 MAPPA have been part of the criminal justice landscape for 20 years. They have created a formal multi-agency framework aimed at bringing together criminal justice agencies and other services to manage the risks that people convicted of violent or sexual offences pose to the public.

3.3 The inspection was not Surrey-specific and due to the COVID-19 pandemic, much of the inspection work was completed remotely, with interviews and focus groups conducted via online platforms. In total, 107 cases were inspected jointly by HMIP and HMICFRS, selected from six MAPPA areas nationally.

3.4 The inspection aimed to answer the following questions:

- Do the governance and leadership from the responsible authority agencies support and promote the delivery of a high-quality, personalised, and responsive approach to delivering MAPPA?
- Do the skills of all staff involved with MAPPA support the delivery of high-quality arrangements?
- Is timely and relevant information available to support high-quality MAPPA?

- Are arrangements with statutory partners, providers, and other agencies established, maintained, and used effectively to deliver high-quality services?
- How effective are MAPPA at keeping people safe?

3.5 As with the PEEL inspection, the full findings can be viewed online². The following is therefore intended to act as a summary of the findings should not be considered exhaustive:

- 3.5.1 There is a visible national leadership for MAPPA from the HMPPS Public Protection Group (PPG), which includes the National MAPPA team.
- 3.5.2 The National MAPPA team keeps guidance under regular review and has demonstrated agility.
- 3.5.3 The impact of local variation on the quality of delivery is not sufficiently monitored centrally. Audit processes are not used regularly or consistently and therefore do little to drive effective practice. In addition, there is insufficient coordination of quality assurance at a national level to highlight best practices or shine a light on areas for improvement.
- 3.5.4 Each criminal justice area has an appointed MAPPA coordinator. Their role is to lead operational work and provide a link to the Senior Management Board. Given the huge variation in size of the geographical areas that coordinators cover, the demands of this role vary considerably. For example, Cumbria, which on 31 March 2021 had 815 MAPPA-eligible offenders, has one coordinator, as does London, which had 10,131. This means that operational probation managers take on MAPPA-related tasks in addition to their primary roles and, despite their best efforts, can mean less effective liaison with partner agencies due to lack of time.
- 3.5.5 MAPPA was often seen as an 'elite' area of work to which most practitioners do not feel connected. Staff in prisons, probation, and policing in a range of roles told inspectors they would welcome more training in relation to MAPPA to give them confidence.
- 3.5.6 Prior to the Covid-19 pandemic, MAPPA meetings required the physical attendance of representatives from agencies, which could prove a challenge, particularly in rural areas. Most representatives have welcomed the move to online MAPPA meetings and they are usually now well-attended.
- 3.5.7 Due to growing concerns about the high level of domestic abuse, the MAPPA guidance has been expanded to encourage the consideration

² <https://www.justiceinspectorates.gov.uk/hmicfrs/our-work/article/joint-thematic-inspection-multi/>

of using Category 3 in relevant domestic abuse cases; however, this has not yet become routine practice, particularly for those who commit lower-level offences over a sustained period but pose a real risk of harm to their victims through long-term abuse.

- 3.5.8 Overall, inspectors found that where the right individuals are referred, MAPPA adds value to the management of cases at Levels 2 and 3. Cases at Level 2 and, particularly at Level 3 are well-managed and demonstrate that having the collective knowledge of agencies focused on a case can accelerate access to services and, in some cases, gain support that would not have been available otherwise. MAPPA management also brings oversight and scrutiny in the most complex cases.
- 3.5.9 The quality of information that prisons supply to MAPPA meetings is improving, but it still does not always provide sufficient detail on how an individual has behaved throughout their sentence. Prison staff outside of offender management units (OMUs) do not always fully recognise what information is significant to an individual's risks and, therefore, should be shared, and some security departments do not routinely share important intelligence with offender management staff and MAPPA meetings. In addition, the lack of resources to monitor prisoner communications effectively means there are missed opportunities to identify and address the risks of some dangerous individuals.

3.6 OPCC response to recommendations

- 3.7 Whilst a national inspection, the report included some recommendations for Chief Constables and therefore the OPCC is required to submit a formal response to HMICFRS.
- 3.8 At the time of writing, the OPCC has not yet published its formal response. However, the position with regards to the recommendations of the inspection can be broadly summarised as follows:
- 3.8.1 **RECOMMENDATION: The Probation Service, police forces, and prisons should ensure that Category 3 referrals are made to manage individuals who present a high risk of domestic abuse where formal multi-agency management and oversight through MAPPA would add value to the risk management plan.**
- 3.8.2 Domestic Abuse (DA) is a key priority for Surrey Police internally and in partnership. An overarching DA improvement plan is in place to improve its response to all DA led by the appropriate Superintendent.
- 3.8.3 In Surrey, HHPU (High Harm Perpetrator Units) are focused on the management of offenders who are deemed to pose the most significant risk. These include MAPPA offenders and Integrated Offender

Management (IOM) offenders and has recently expanded to include DA offenders.

- 3.8.4 Each division has one dedicated DA offender manager. Surrey has also set up a MATAC (Multi-Agency Tasking and Coordination) process to manage DA offenders and the MATAC coordinators are based within HHPU teams. It is through this process that a decision is made as to who will manage a suspect - HHPU or another team within Surrey Police. The decision is dependent on risk, offending history and what type of offender management is required.
- 3.8.5 Surrey has a process whereby MAPPA, MARAC (Multi-Agency Risk Assessment Conferences) and MATAC referrals should be reciprocally made to ensure the best possible management of the perpetrator. MATAC is attended by probation as well as police officers and staff and therefore there is a high level of knowledge regarding MAPPA. Surrey Police has identified a gap in the knowledge within the MARAC teams in relation to the ability to refer into MAPPA. To address, training is being developed and delivered to both MARAC Co-ordinators and Domestic Abuse Team Detective Inspectors in September 2022.
- 3.8.6 **RECOMMENDATION: The Probation Service, police forces, and prisons should ensure that there is a comprehensive training strategy for all staff involved in the MAPPA process that fully utilises existing training packages and makes sure they can enable staff in all roles to prepare for and present or contribute to a case in a multi-agency forum and understand how MAPPA fits with other multi-agency forums, such as Integrated Offender Management and Multi-Agency Risk Assessment Conferences (MARACs)**
- 3.8.7 In Surrey, IOM and MAPPA offenders are managed within the same team so there is a high level of knowledge about how multi-agency relationships can be used to manage offenders. Additionally, due to this change, Surrey has implemented a MATAC process to manage DA perpetrators, which enhances the MARAC outcomes supporting victims as allows serial DA perpetrators to be managed, especially if they move on to new relationships. The MATAC coordinators are based within the HHPU teams which responsible for offender management.
- 3.8.8 All Offender Managers undertake the College of Policing (CoP) approved MOSOVO (Management of Sexual or Violent Offenders) course when employed in HHPU. During COVID, Surrey Police managed to secure an online training provider meaning new joiners to the team were still able to be appropriately trained to support the management of offenders. The Force currently have 4 individuals awaiting course, and those officers are supported by “buddies” within their day-to-day role who are identified as experienced offender managers. Even when the MOSOVO course is completed, experienced

officers and supervisors ensure that classroom learning is being applied.

3.8.9 The Force also has Active Risk Management (ARMS) trainers and they provide training to new team members on the assessment and management of risk in accordance with National Standards. There is also a ViSOR (Violent and Sex Offender Register) trainer who spends time with any new joiners to ensure that they understand how to appropriately update and manage offenders' records.

3.8.10 **RECOMMENDATION: All MAPPAs managed at Levels 2 and 3 are allocated to a suitably trained police offender manager.**

3.8.11 Surrey Police train offender managers on the CoP approved Management of Sexual or Violent Offenders (MOSOVO) course. Currently it has four officers awaiting a course who are new to role. It also has two new officers due to join before Christmas 2022 who will also require training. All officers are on a wait list for available spaces. There are potential courses being run by Kent and Thames Valley Police (TVP) respectively in September and October 2022. We await confirmation of places.

3.8.12 Surrey and Sussex Liaison and Diversion (L&D) are currently designing and building their own MOSOVO course. The lead trainer is waiting on availability of a CoP 'train the trainer' course to progress this.

3.8.13 Additionally, the Surrey and Sussex MAPPAs coordinators are delivering regular CPD for MAPPAs chairs and are developing CPD for all standing attendees to MAPPAs meetings.

3.8.14 **RECOMMENDATION: Workloads for staff managing sexual offenders are reviewed against national expectations and, where found to be excessive, take steps for mitigation and communicate this to affected staff.**

3.8.15 Surrey Police currently do not have excessive workloads. Each OM has less than 50 cases to manage per officer (current average is 45). The Force also seek to ensure its OMs have less than 20% of their caseload as High Risk due to the increased demand this creates

3.8.16 Workloads are managed well and subject to supervisory scrutiny. Where officers, as aforementioned, have a disproportionate workload, either in volume or disproportionate risk levels, this is mitigated down by not allocating new offenders to them in the ongoing cycle of distribution. The levels of risk are scrutinised via monthly performance data, to ensure supervisors balance workloads for all.

4. RECOMMENDATIONS

4.1 The Police and Crime Panel is asked to note the content of the report.

5. CONTACT INFORMATION

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Glossary

- **ARMS:** Active Risk Management System
- **CoP:** College of Policing
- **CPD:** Continuous Professional Development
- **DA:** Domestic Abuse
- **DISU:** Digital Investigation Support Unit
- **HHPU:** High Harm Perpetrator Unit
- **IOM:** Integrated Offender Management
- **L&D:** Liaison and Diversion
- **MAPPA:** Multi-Agency Public Protection Arrangement
Arrangements designed to promote effective information sharing and collaboration between agencies to manage dangerous individuals. MAPPA formalises the duties of criminal justice and other agencies to work together. While not a statutory body, MAPPA is a mechanism through which agencies can better discharge their statutory responsibilities and protect the public in a co-ordinated manner.

- **MARAC:** Multi-Agency Risk Assessment Conferences
A MARAC is a meeting where agencies talk about the risk of future harm to adults experiencing domestic abuse and draw up an action plan to help manage that risk. There are four aims:
 - a) To safeguard the adult victims at risk of future domestic violence
 - b) To make links with other public protection arrangements
 - c) To safeguard agency staff
 - d) To work towards addressing and managing the behaviour of the perpetrator

- **MATAC:** Multi-Agency Tasking and Co-ordination
The overarching objective of a MATAC is to safeguard adults and children at risk of domestic abuse and to reduce offending of serial domestic abuse perpetrators. The process includes:
 - Determining the most harmful domestic abuse perpetrators
 - Incorporating partner referrals
 - Determining subjects for targeting and produce perpetrator profiles
 - Hold 4 weekly MATAC meeting and determine method of targeting each perpetrator
 - Manage and track partnership actions

- **MOSOVO: Management of Sexual or Violent Offenders**
- **OM: Offender Managers**

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