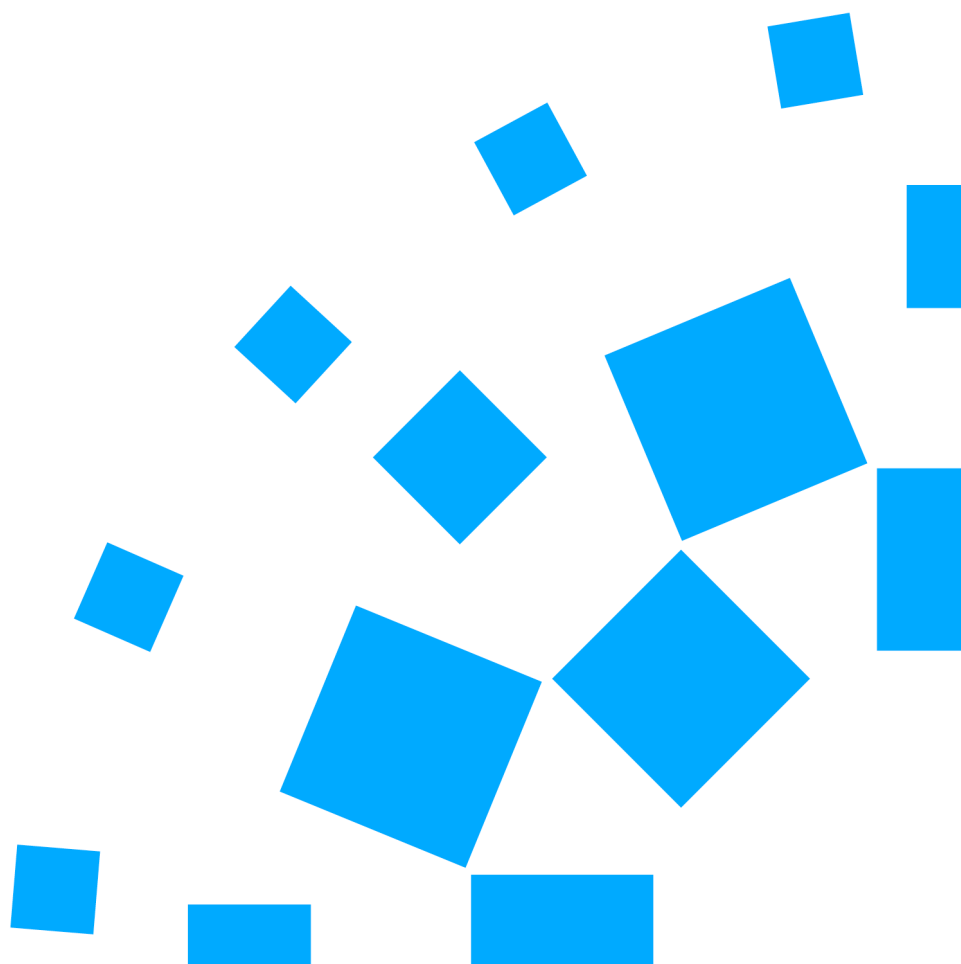


Vulnerability and Violent Crime Programme

Evaluation of the High Harm Perpetrator Unit

Full technical report

July 2021



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About



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Executive summary

Introduction

The High Harm Perpetrator Unit (HHPU) was set up by Surrey Police in September 2017, following a decision to shift the focus of their offender management units to offenders causing the most harm, rather than frequent offenders causing little harm. Surrey Police also identified a need to increase the capacity of the offender management teams, due to the growing number of Violent and Sex Offender Register (ViSOR) offenders requiring management. This was causing a disparity in the number of offenders that the ViSOR and Integrated Offender Management (IOM) teams were required to manage. Many of the historic IOM-managed offenders had been removed from the IOM cohort, on the basis that they were not high-harm, while the number of ViSOR offenders requiring management continued to rise.

In order to facilitate this shift in focus, the decision was taken to merge the ViSOR and IOM units covering Surrey Police's North division, which was chosen as the initial pilot site. All IOM offender managers undertook their Managing Sex Offenders and Violent Offenders (MOSOVO) training, moving towards all offender management becoming omnicompetent (able to manage all types of offenders).

As well as merging these units into a new, high-harm focused unit, two new ways of identifying high-harm perpetrators were introduced. First, an algorithm was created to identify offenders causing repeated harm in the area, using data from Surrey Police's NICHE database. Second, an external referral process was created to allow other police units and external agencies to nominate potential offenders for management. This referral process was started as part of a larger, multi-agency aspect of the HHPU, which aimed to provide a more holistic approach to offender management in the area. In order to facilitate this new, multi-agency approach, a monthly meeting was established where relevant nominated points of contact from the HHPU, other police units and external agencies meet to discuss potential new cases for adoption onto the HHPU cohort.

Aims of the HHPU

In the setup of the North division HHPU, Surrey Police aimed to:

- shift the focus of their offender management to high-harm perpetrators, and to introduce effective ways of identifying those offenders
- increase the overall capacity of offender management in North Surrey
- increase the number of cases being actively offender managed
- start to identify individuals where, although there is information or intelligence that they are committing high-harm offences, there are currently no statutory obligations on them to engage with police management activity
- upskill offender managers so they are able to manage all types of offenders
- introduce a multi-agency approach to managing offenders
- decrease harm caused by offenders
- ensure that the HHPU is cost-effective

Aims of the evaluation

The aims of the evaluation were two-fold.

- Has the HHPU been successful in achieving the outcomes set out in its aims?
- Was the HHPU successfully implemented?

Methods

A mixed methods approach was employed in order to conduct an impact, process and economic evaluation. Quantitative data was collected from a range of sources, including:

- performance and management data
- data on current offenders being managed by the HHPU
- data from Surrey Police's NICHE database

Qualitative data was gathered through a number of interviews conducted with HHPU management and staff, staff from other police units and external agencies.

Key findings

A summary of the key findings is presented in an EMMIE table below.

Table 1. Summary of the key findings presented under the EMMIE framework

Evaluation element	Findings
Effect	<p>The focus of offender management has shifted to high-harm perpetrators, although it is too early to determine whether harm has subsequently been reduced.</p> <p>The capacity of North Surrey's offender management has increased. More cases are now being managed by the HHPU, with some offenders being identified earlier on for management.</p> <p>Offender managers are starting to become omnicompetent (can both manage IOM and ViSOR individuals), although this is a work in progress.</p> <p>The multi-agency approach has been implemented and well received.</p>
Mechanism	<p>Offenders are identified for management through the use of an algorithm and via referrals by other police units and external partner agencies, which is facilitated at the monthly meetings. Offenders are also still identified via multi-agency public protection arrangement (MAPPA) and IOM meetings, as previously.</p> <p>Informal knowledge exchange is starting to take place among the offender managers to make them omnicompetent.</p>
Moderator	<p>There were no moderators, as the pilot was only conducted in one district.</p>

Implementation	<p>Merging cohorts has been facilitated by co-locating the IOM and ViSOR teams, deliberately amalgamating the workloads, asking different members of staff to work together and implementing a morning briefing meeting.</p> <p>The multi-agency approach has facilitated offenders being referred by external agencies and other police units.</p> <p>Implementation could have been improved through clarification of the terms of reference, as well as how statutory or existing aspects of management should be integrated into the new offender management setup.</p> <p>Further knowledge exchange could be facilitated through the production of more formal training and guidance for offender managers, including terms of reference that are more specific.</p> <p>The referral process for other police units and external agencies to suggest potential cases for management could be improved.</p> <p>Evaluation of the setup was conducted internally throughout, which facilitated the implementation of the HHPU.</p>
Economic cost	<p>A cost-benefit analysis was not possible, given the available data. In addition, some of the benefits of upskilling and improved organisational structure are not easy to quantify, particularly in the short term. The programme's main costs, however, were identified as the salary of a detective inspector plus MOSOVO training costs.</p>

Conclusions and implications

The HHPU had a number of aims that it was trying to achieve simultaneously, both in terms of the types of offenders it targeted for management and the manner in which this was carried out. These aims have been largely met. Although it is too early to tell whether significant reductions in harm will have been made by this model, more offenders are now being managed through the use of multiple types of interventions.

In the future, the focus of Surrey's HHPU should be ensuring that the new methods for identifying potential offenders for management – the referral process and the algorithm – are fit for purpose, to ensure that the highest-harm offenders are being suggested with a high degree of reliability. It should also consider assessing the reasons why cases are, or are not, taken on for offender management.

In terms of the HHPU setup more generally, the multi-agency aspect of this offender management unit has been widely well received, and was identified as filling a much-needed gap in service. Properly integrating the IOM and ViSOR teams was also found to be an integral aspect of the HHPU's success. Both of these factors are deemed to be crucial in the forming of any new HHPU in other police forces.

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1. Background¹

1.1. Pre-HHPU offender management

Before the creation of the High Harm Perpetrator Unit (HHPU), offender management in Surrey Police's North division was conducted by two units, the Integrated Offender Management (IOM) unit and the Violent and Sex Offender Register (ViSOR) unit. The IOM unit was managed by the individual division, while the ViSOR unit fell under the bracket of Surrey's Public Protection Unit (responsible for, among other things, managing offenders in all divisions), to ensure that the force adhered to national guidance associated with managing ViSOR offenders.²

1.1.1. The Integrated Offender Management (IOM) unit

Historically, the IOM unit managed high-risk offenders, meaning that much of their workload consisted of repeat offenders committing low-harm acquisitive crimes (such as serial shoplifters), who often had comorbid drug or alcohol issues. Following an inspection by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), the IOM unit moved towards prioritising offenders for management based on the principles of threat, harm and risk. This shift meant that the IOM unit started to manage high-harm offenders, such as those subject to a Serious Crime Prevention Order, any repeat domestic abuse (DA) offenders or high-harm DA offenders, offenders involved in organised crime (if not being targeted by other police units), and violent offenders. The IOM liaised with Probation Services to ensure their continued support of the high-risk but low-harm offenders that the IOM no longer managed. The IOM used their own risk matrix to assess the risk of their offenders – categorised as green, amber and red – within the context of focusing on high-harm offenders. The IOM also used the seven pathways model (see [Reducing reoffending](#) for an outline of this model) to concentrate rehabilitative efforts, focusing on a number of reasons as to why perpetrators may re-offend:

- accommodation

¹ Much of this information was obtained through the interviews in Phase 2 of the evaluation. It is presented here in order to provide context for the evaluation and to the Theory of Change.

² Further reference to the IOM and ViSOR units refers to those in the Surrey's North division unless otherwise specified.

- attitudes, thinking and behaviour
- children and family
- drugs and alcohol
- education, training and employment
- finance, benefit and debt
- health

There was no specific IOM staff training. The multi-agency cooperation between the IOM unit and, in particular, Probation Services, was key to the unit's effective running.

1.1.2. The Violent and Sex Offender Register (ViSOR) unit

Historically, the ViSOR unit dealt predominately with the management of sex offenders in the community, as well as the management of violent offenders. In this way, ViSOR's focus has always been on high-harm offenders. The normal process for offenders to be referred to the ViSOR unit was through multi-agency public protection arrangements (MAPPAs). Sex offenders were then risk-assessed using the Active Risk Management System (ARMS) assessment tool (Nicholls and Webster, 2014), and various levels of management were put in place according to their assessed level of recidivism risk. Violent offenders were risk-assessed using the Risk Matrix 2000 (Thornton, 2007) and were managed almost exclusively by Probation Services, as opposed to through ViSOR units.

1.2. Rationale for creating the HHPU

In 2017, Surrey Police undertook a scoping exercise to assess the potential for merging the IOM and ViSOR units. It was felt that merging the units would mirror the force's shift in focus towards prioritising resources based on threat, risk and harm principles. In addition, it was suggested that by merging the units, the overall capacity of the offender managers would be increased. The workload of the ViSOR unit had been increasing at a rate of 8% each year, reportedly due to greater detection and increased levels of reporting. The increase in workload was not matched by an uplift of staff in the ViSOR unit, creating strain on the police offender managers working in the unit. The IOM unit, conversely, were able to pass many of

their cases to Probation Services, as they were offenders committing low-harm crimes, decreasing their workload. It was felt that merging the units would allow the workload to be spread between all staff. As part of the creation of one unit, a multi-agency meeting was also implemented that focused on how best to manage these offenders – rather than a multi-agency risk assessment conference (MARAC), which is a victim-focused meeting.

1.2.1. The HHPU's inception and current structure

The result of this scoping exercise was the creation of the HHPU, which merged the IOM and ViSOR units. The first HHPU was set up in September 2017 in the North division of Surrey Police³ and became fully functional in April 2018. Thus, the HHPU was fully functional at the time of the evaluation, although still new in terms of its operation. At the time the evaluation was commissioned, the same setup was due to be rolled out to the East and West divisions in Surrey, so the functioning of these HHPUs was not assessed.

The HHPU is managed by the Public Protection Unit, given its oversight of ViSOR offenders (which is covered by national, as opposed to force-specific, guidance). The HHPU consists of:

- three offender managers, one sergeant and one coordinator, who all used to be IOM members of staff
- four offender managers and one sergeant, who used to be ViSOR staff
- one detective inspector (DI) overseeing the unit
- one detective chief inspector (DCI), whose role is to oversee the Public Protection Unit as a whole

All staff are now expected to be omnicompetent (able to manage any type of offender). To achieve this, all IOM staff received Managing Sex Offenders and Violent Offenders (MOSOVO) accredited training (College of Policing, 2020). All staff are expected to engage in informal knowledge transfer, to share their different approaches based on the types of offenders they had experience of managing.

³ The North division's HHPU was designed to act as a pilot before potential rollout of the HHPU model to the East and West divisions.

1.2.2. The multi-agency aspect of the HHPU

As part of the HHPU model, a multi-agency referral meeting is held to facilitate the management of offenders through a more joined-up approach. The approach is similar in principle to the MARAC model of safeguarding victims through multi-agency working. The meeting is chaired by the HHPU's DI and attended by the IOM and ViSOR sergeants, as well as several members of other police units, such as the Safeguarding Investigation Unit (SIU), and other external agencies, such as Probation and Children's Services (see Appendix A for a full list of current attendees).

The meeting was initially held once every two weeks but is now held once every month, to allow attendees more time to complete any outstanding actions. The meeting lasts a maximum of two hours and is used to discuss any potential new cases that have been identified for potential adoption onto the HHPU cohort by the algorithm or other agencies (see below for further detail on these referral pathways). The monthly meeting has been altered slightly from its original aim of discussing all HHPU offenders at each meeting. As the HHPU cohort grew, the DI took the decision to discuss only the new cases being proposed for management, to stop the meeting from becoming unmanageably long. Notes on each offender are sent out by the HHPU coordinator ahead of the meeting, as is a list of actions with the responsible party. These are then followed up by either the coordinator or the HHPU manager responsible for the offender in question.

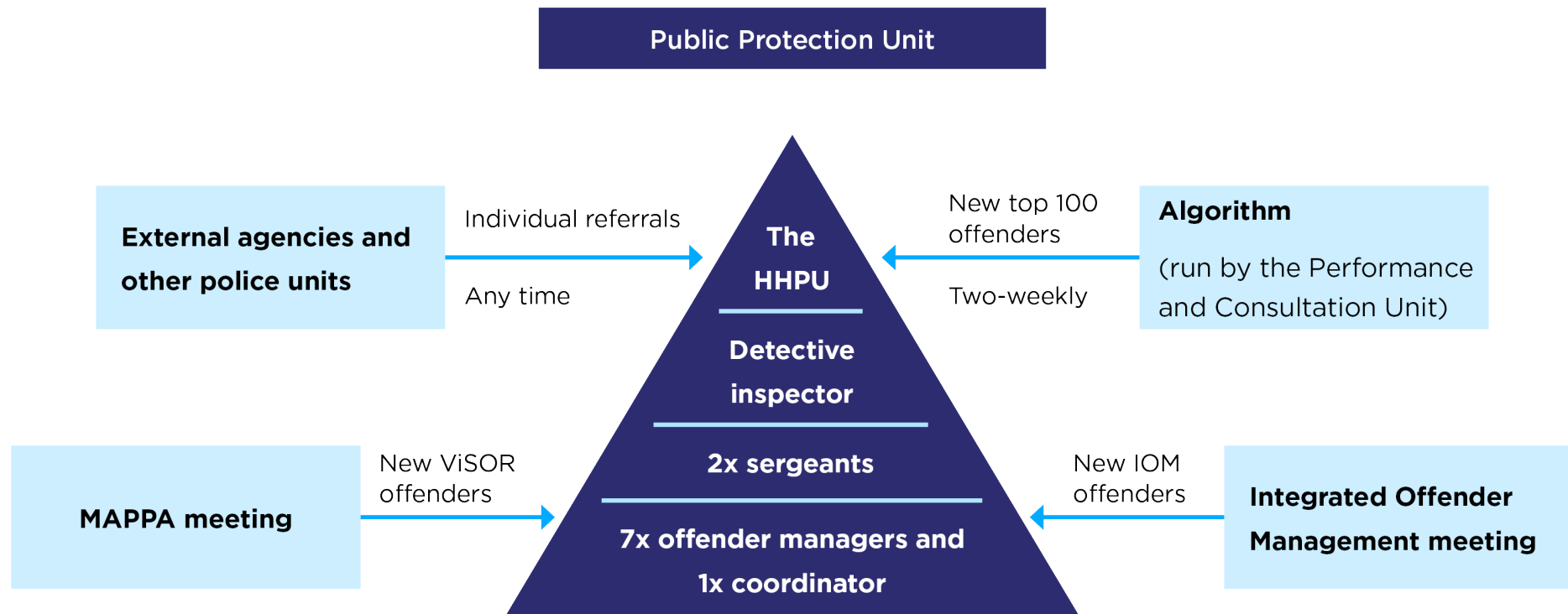
1.2.3. Objectives of the HHPU

The priority of the HHPU is to target and manage high-harm, high-risk offenders, followed by high-harm, low-risk offenders and by any high-risk, low-harm offenders deemed appropriate by the unit. However, as explained above, many of these high-risk, low-harm offenders were referred back to Probation Services by the IOM unit during their shift, to prioritise high-harm offenders. High-harm is defined by the HHPU as those offenders most likely to commit an offence deemed most harmful to others (serious sex offences, domestic abuse, hate crime, child abuse and serious violent crime). High-risk, on the other hand, is defined by the unit as those offenders most likely to reoffend.

As can be seen by the process map (see Figure 1), referrals into the HHPU are being made in four different ways. The first two are the traditional methods of offender identification used previously by the IOM and ViSOR units.

- ViSOR offenders are referred through MAPPA meetings, based on the statutory requirements of monitoring violent and sex offenders placed on the Violent and Sex Offender Register.
- IOM offenders referred through the joint IOM meetings with Probation Services. These offenders are nominated based on the principles of threat, harm and risk, in line with the force's priorities for monitoring convicted offenders.

Figure 1: The HHPU setup and referral map



The HHPU also aimed to identify individuals who had come to the attention of the police for high-harm offences, but who hadn't been charged or convicted, such as offenders accused of committing domestic abuse or child exploitation offences. In order to do this, a further two referral pathways were added to the HHPU model.

- Through an algorithm that works on the principle of identifying the most harmful and risky offenders, in terms of their predicted offending and the effect it has on others.
- Referrals through other police units and external agencies. This route includes referrals from specific force operations, such as Op Denver⁴.

The algorithm, which was developed by Surrey Police, identifies offenders based on the following.

- The OGRS3 (Offender Group Reconviction Scale Version 3) score is calculated, which is designed to assess the probability of reoffending for any given offence (Howard et al., 2009).
- This is then multiplied by the log of the vulnerability-adjusted crime harm index score (weighted by a factor of 1.5 for any offence that includes 'high harm').
- The Copas rate⁵ is also calculated as a secondary measure of offending.

The algorithm is run every two weeks⁶ using Surrey Police's NICHE database, and the Top 100 offenders⁷ identified are taken to the monthly HHPU meeting. Offenders identified through the algorithm and referred by other units or agencies are assessed by the meeting attendees, who use their professional judgement to decide whether they are adopted onto the HHPU cohort.

The unit still risk-assesses offenders as they did when there were separate units, with violent and sex offenders being formally risk assessed using the Risk Matrix

⁴ Op Denver is an initiative designed to identify suspects where no further action (NFA) is taken, or the allegation is NFA'd, for two or more sex offences.

⁵ The Copas rate is 'a logarithmic function based on the number of previous sanctions and time between current and first sanction' (Howard et al., 2009, p 3).

⁶ The algorithm is run every two weeks (as opposed to monthly before each meeting), to ensure that no urgent cases are missed in between meetings. The HHPU management have a brief discussion about any new cases when the algorithm is run to ensure these urgent cases are dealt with appropriately.

⁷ The Top 100 was an arbitrary number, designed to start the process of considering more high-harm offenders for management.

2000 and ARMS respectively, and other offenders being risk assessed using the unit's IOM risk matrix. There is no current formal risk assessment process for assessing any high-harm offenders identified through the new referral routes.

The two additional pathways have led to the HHPU increasing its intake of offenders beyond those identified from the more traditional routes of MAPPA and probation referral. Practically, this means that some of the offenders being submitted for offender management by the HHPU may have not yet been convicted of, but could instead have been implicated in, high-harm incidents. For the purposes of this evaluation, however, we refer to those being managed by the HHPU as offenders, as all individuals being managed at the time of the evaluation had at least one conviction for some kind of offence (whether high-harm or otherwise).

1.3. An introduction to the evaluation process

Surrey Police responded to a call from the College of Policing for submissions of new policing practices for independent evaluation. The evaluation of the HHPU in Surrey's North division was subsequently approved, and the University of Birmingham were commissioned to conduct the evaluation. The project was initially split into Phase 1 and Phase 2. Phase 1 was designed to enable the research team to become acquainted with the new policing initiative being evaluated, to sense-check the original research proposal submitted to the College of Policing, and to conduct some initial meetings and scoping interviews with HHPU team members. Through these initial consultations, which occurred on 4 and 5 March 2019, the research team were able to co-develop a Theory of Change with the force intervention leads. They were also able to produce a more accurate timeline for Phase 2 of the evaluation, which commenced in April 2019 and ran until March 2020.

1.3.1. Theory of Change

The evaluation of complex interventions has been criticised for not providing a clear explanation of the mechanisms of change through which the intervention leads to impact (Center for Theory of Change, 2015; de Silva et al., 2014). A logic model can help to overcome this through representing, in a simplified way, a hypothesis or 'Theory of Change' about how an intervention works (Public Health England, 2018).

Most logic models focus on resources, activities and outcomes that are useful in clarifying goals and communicating how an intervention might work⁸.

The overarching Theory of Change for this evaluation is as follows.

- The new offender management setup (the merging of the IOM unit and the ViSOR unit into the HHPU) has allowed for a larger, more equitable caseload. In turn, this has increased the capacity of offender managers to take on more cases and decrease harm.
- The HHPU has shifted its focus to high-harm perpetrators, who are effectively identified through both the two traditional pathways (MAPPA and IOM meetings) and the two novel pathways (the algorithm and external referrals), including the earlier identification of high-harm perpetrators.
- Offender managers have become upskilled through increased training and through informal knowledge transfer between offender managers, meaning that all offender managers are able to use a broader suite of interventions to manage all types of offenders.
- A multi-agency, sustainable, cost-effective approach to offender management is established.

To produce a logic model for a Theory of Change, four elements must be considered (Public Health England, 2018):

- implementation – how the intervention will be implemented
- mechanisms – the mechanisms through which the intervention has its effect and produces change
- outcomes – what changes the intervention is ultimately trying to bring about
- context – the factors external to the intervention that might affect how the intervention operates

⁸ The Theory of Change and logic model have been updated from the original documents created in Phase 1 of the project to reflect the actual analyses conducted, rather than what was proposed. Some of the planned analyses had to be modified based on the data available to the research team.

Figure 2: The logic model for the HHPU evaluation

Aims and principles	Activities	Outputs	Outcomes
<ul style="list-style-type: none"> ■ To shift the focus of offender management to high-harm perpetrators, and to introduce effective ways of identifying those offenders. ■ To increase the overall capacity of offender managers in the North division. ■ To increase the number of cases being actively offender managed. ■ To start to manage offenders causing harm earlier on in their criminal careers. ■ To upskill offender managers so they are all omnicompetent (able to manage all types of offenders). ■ To introduce a multi-agency approach to managing offenders. ■ For the HHPU to be cost-effective. ■ To decrease harm caused by offenders. 	<ul style="list-style-type: none"> ■ Completion of risk assessments on new offenders. ■ Completion of case management notes on new and existing offenders. ■ Rerunning of the algorithm every two weeks. ■ Collaboration and cooperation with external agencies and other police units. ■ Referrals from other police units and external agencies. ■ Monthly HHPU meeting, including external agencies and other police units 	<ul style="list-style-type: none"> ■ Algorithm output every two weeks. ■ Reports every two weeks on the new offenders to assess for HHPU suitability (based on offenders highlighted by the algorithm and referrals in from external agencies and other police units). ■ Monthly meeting notes and production of action lists after every meeting. ■ Risk assessments (ARMS, Risk Matrix 2000 or IOM risk matrix) on new IOM and ViSOR offenders. ■ Case management notes on all offenders that are managed by the unit. 	<ul style="list-style-type: none"> ■ Improved staff understanding and ability to manage different types of offenders. ■ Increased capacity of the HHPU, compared to the previous capacity of the IOM and ViSOR units. ■ Accurate identification of high-harm offenders for offender management. ■ Reduced reoffending rates compared to those shown in the IOM and ViSOR units, due to improved offender management. ■ The HHPU representing better value for money than the IOM and ViSOR units combined.

1.3.1.1. Implementation

The following aspects of the implementation relate to the Theory of Change.

- The IOM and ViSOR units that have historically existed separately are now co-located in the same office.
- Traditionally, IOM and ViSOR staff managed different types of cases that required different types of skills. There is a move to make all offender managers omnicompetent.
- The creation of this new unit instigated a shift in focus to clarify which offenders to manage as a priority, with high-harm offenders being the unit's focus.
- The new unit has developed more effective ways to identify all relevant offenders for management. This involves using traditional offender management methods, as well as an algorithm and referrals from external agencies and other police departments.
- The algorithm accurately encapsulates the unit's priorities of managing high-harm offenders by identifying those offenders that go on to cause the most harm.
- The referral process enables other units and agencies to refer in cases.
- Staff have been upskilled, enabling them to take on different types of offenders.
- Informal knowledge exchange has taken place between offender managers, increasing the interventions available to them, meaning they are capable of managing different types of offenders.
- The number of offenders being managed has increased, which will, in turn, decrease the overall harm caused by offenders in the area.

1.3.1.2. Mechanisms

Through discussions between the research team and intervention leads, as well as initial interviews conducted with HHPU management, the following mechanisms were identified through which the intervention should produce the intended change.

- Increased training should increase the capacity of the unit, because of each offender manager's ability to handle a broader spectrum of cases.
- A clearer mandate for identifying appropriate offenders for management, as well as moving to identifying these offenders more effectively.

- The co-location of all offender managers should result in improved communication, and thus more effective knowledge exchange.
- A more even spread of work across all of the offender managers should result in better offender management.
- The algorithm should be accurately identifying high-harm offenders for offender management.
- External agencies and other police units should be referring appropriate cases for discussion.
- Increased knowledge transfer between the different offender managers should result in interventions being tailored appropriately to the offender in question.
- The targeting of more offenders should result in reduced harm (and reoffending).

1.3.1.3. Outcomes

Based on what the unit is trying to achieve, the relevant outcomes to measure are as follows.

- Improved staff expertise and ability to manage different types of offenders.
- Increased capacity of the HHPU, compared to the previous capacity of the IOM and ViSOR units combined.
- Increased number of cases being managed by the HHPU, compared to the previous number of cases managed by the IOM and ViSOR units combined.
- The earlier identification of offenders for management.
- The commencement of new ways to identify high-harm offenders, including the use of an algorithm and external referral.
- The commencement of the multi-agency aspect of the HHPU.
- Reduced harm (and reoffending rates) compared to those shown in the IOM and ViSOR units.
- The HHPU representing better value for money than when the IOM and ViSOR units operated separately.

1.3.1.4. Context

There are several contextual factors that have the potential to act as facilitators and barriers that needed to be captured in the evaluation.

- New job role and impact: Has the change in job role been acceptable to all members of staff, or are there reasons why they are uncomfortable with the shift in role?
- Time pressures and increased workloads: Has the change in workload been considered fair or necessary by all staff? If not, why is this?
- Knowledge transfer and pre-existing variation of staff expertise: Do staff feel that they are able to impart their expertise to other members of HHPU staff? Has this knowledge transfer felt equal or one-sided?
- Quality and impact of training: Do staff feel that they have been sufficiently upskilled? Do staff feel that further training would be of benefit? How has the training affected their confidence in the offender management role?
- The increased introduction of non-statutory management: How has this changed the job role of being an offender manager? Is it successful? Could further training or different interventions make this more effective?
- Impact of increased multi-agency working: What have been the benefits and challenges of increased multi-agency working? What have been the benefits and challenges of increased cooperation and information sharing between different police units?

1.4. The research questions

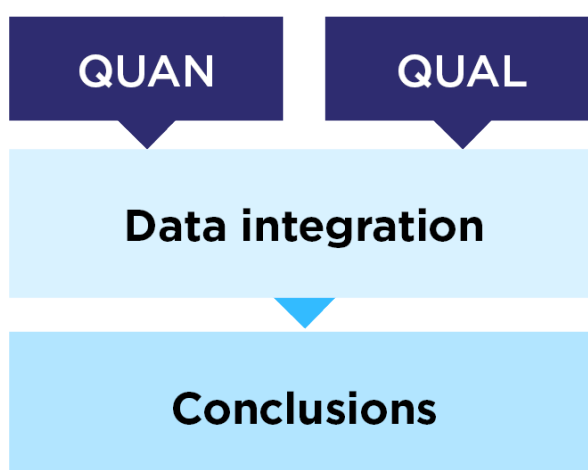
Fundamentally, the evaluation wanted to explore two main research questions.

- Impact and economic evaluation: Has the HHPU been successful in achieving the outcomes set out in its aims?
- Process evaluation: Was the HHPU successfully implemented?

2. Methods

The evaluation of the HHPU employed a mixed methods approach of a convergent design, following Creswell and Plano-Clark (2018). This means that there are qualitative and quantitative strands that are brought together to a point of triangulation, a data integration stage (Plano-Clark and Creswell, 2008). These three phases are shown in Figure 3. The rationale for a mixed methods design is that using both qualitative and quantitative elements in one evaluation provides a depth of insight that cannot be achieved through using one method alone (Creswell and Plano-Clark, 2018; Teddlie and Tashakkori, 2009).

Figure 3: The components of the mixed methods evaluation



This section has been split into the different types of methodologies that were used throughout the evaluation. The type of data collected, including relevant participant engagement and procedures for data collection, has been detailed.

2.1. Ethical approval and data sharing

All aspects of the project were reviewed and approved by the University of Birmingham STEM Ethical Review Committee. Where participants were involved in the research, they were informed of all of the ethical considerations through the use of information sheets and consent forms. In order to facilitate data sharing between the University of Birmingham and Surrey Police, an information sharing agreement was created and signed by both parties. All data was provided to the research team in accordance with General Data Protection Regulation (GDPR) laws. All data provided was anonymised and provided to the research team with the aim of

supporting this evaluation, and ultimately to assist Surrey Police's abilities to protect the public. The research team went through appropriate security clearance procedures to conduct the project.

2.2. Qualitative analyses

2.2.1. Participants

An invitation was extended to all management and employees in the HHPU unit, as well as any of the attendees of the multi-agency meetings. This was the only inclusion criteria. No exclusion criteria were placed on this sample, to ensure that as broad a view of the HHPU was achieved as possible. In total, interviews were conducted with 14 participants. Although data from the interviews has been anonymised, the interviewees' job titles were recorded. These are as follows:

- the DI in charge of running the HHPU
- the DCI of Surrey's Public Protection Unit, responsible for overseeing the HHPU
- two sergeants working in the HHPU (one who used to work in the IOM unit, and one who used to work in the ViSOR unit)
- three police constables (PCs) working as offender managers in the HHPU
- the HHPU coordinator
- the office manager of a Surrey Police operation (formerly an independent public protection reviewer, Surrey Police)
- North Surrey MARAC Coordinator, Surrey Police
- two antisocial behaviour (ASB) specialists, Surrey Police
- a detective sergeant in the Safeguarding Investigation Unit, Surrey Police
- a probation officer, Her Majesty's Prison and Probation Service (HMPPS)

All of the HHPU management and administrative staff were interviewed. The three PCs interviewed represented three out of the remaining seven HHPU staff. The lack of exclusion criteria meant that a range of offender managers were interviewed, including one who had previously worked in the IOM unit, one who had previously worked in the ViSOR unit and one OM who had been recruited into the HHPU. The

remaining six interviews were conducted with five members of staff from other police units and one from an external agency (Probation Services)⁹.

2.2.2. Procedure

Participants were approached by email by both the DI running the HHPU and the project lead. The information sheet and consent form were emailed to participants (see Appendix B), with requests to contact the DI or the researcher directly if they wanted to participate. They were then contacted individually to arrange a date and time to be interviewed.

The interview schedule was created using the information gained from initial interviews with HHPU management during Phase 1 of the project (see Appendix C). All interviews were semi-structured and conducted in person by the project lead on police premises. The majority of the interviews lasted between approximately 30 minutes to one hour.

Participants were told about the purpose of the interview, but were not primed with any questions beforehand. It was reiterated to participants that the evaluation was not designed to evaluate individual performance, rather, that it was being conducted to assess the utility and viability of the HHPU model as a whole. It was also stressed that the interviews were being conducted confidentially and that no identifiable individual opinions would be fed back to the management team or published.

After the interview, participants were notified of the production of this report, and informed that they could request a copy of it (subject to clearance from the College of Policing and Surrey Police). It was reiterated that the researchers' contact details were on the information sheet they were sent, in case they had any questions or wished to withdraw their data.

⁹ As noted above, other external agency attendees were approached for interviews, but response rate was low. These attendees' opinions and contributions have been represented as part of the meeting observations into the results of the qualitative analysis.

2.2.3. Analysis

The interviews were all transcribed by a third-party transcriber, after which the audio recordings were deleted. Any mention of specific names or identifiable details were redacted when transcribing the interviews.

Template analysis was chosen to analyse the interviews, whereby a broad template is created and can subsequently be added to during the analysis of the interviews. Given the broad scope and relatively exploratory nature of the evaluation, template analysis was deemed to be appropriate because of its flexibility in accommodating emerging themes that had not previously anticipated by the research. It also allows for qualitative, as opposed to statistical, analysis of these themes (King, 1994). Both templates – the initial template created by the project lead before the analysis of the transcripts, as well as the template created during the qualitative analysis – were checked by another member of the research team, for definitional clarity and to ensure that the codes were at the appropriate level of abstraction.

2.2.4. Observation of HHPU meetings

The interviews were supplemented by the observation of two of the HHPU meetings, to identify how information about potential HHPU offenders was being discussed and shared. These were not recorded, as they contained personal details of offenders and of sensitive operational material. Instead, notes were taken to assist in answering the research questions outlined above. These notes were also qualitatively analysed, the results of which were added to the themes produced from the qualitative analyses of the interviews.

2.3. Quantitative analyses – use of performance and management data

2.3.1. Sample

These analyses were conducted using anonymised, non-sensitive data on staff members working in the HHPU unit, as well as any other staff that worked previously in the IOM and ViSOR units.

As this part of the evaluation was conducted using secondary data collection of information owned by Surrey Police, these members of staff were not contacted about this use of data pertaining to them.

2.3.2. Materials

For the purposes of monitoring the unit, information about staff's workload, the offenders that are managed and other operational information is recorded. This data is also used to record the number of high-risk offenders for which each offender manager is responsible. To monitor staff wellbeing, if any offender manager is responsible for a cohort comprising over 30% high-risk offenders, this is flagged for the attention of senior staff.

2.3.3. Procedure

Data was obtained by the HHPU's DI. All data was provided to the project lead in an anonymised format.

2.3.4. Analysis

Descriptive statistics were calculated to assess:

- whether more offender managers had undergone training since the HHPU's inception
- the caseload of each offender manager before and after the HHPU's inception
- whether the sustainability of the HHPU, in terms of capacity, could be evaluated in light of the maximum suggested workload for each offender manager
- whether offender managers' wellbeing was being considered through the number of high-risk cases that they were being required to manage, compared to previous figures

2.4. Quantitative analyses – use of NICHE data

2.4.1. Sample

These analyses were conducted using an anonymous data sample of people listed on NICHE as having been identified by police as the perpetrator of an offence¹⁰.

As this part of the evaluation was conducted using secondary data collection of information owned by Surrey Police, these participants were not contacted about this use of data pertaining to them.

2.4.2. Materials

The data used was taken from Surrey Police's NICHE database and provided to the project lead in an anonymised, password-protected format. This data included:

- the algorithm and Copas score of the Top 300 offenders (according to the algorithm's ranking) at September 2016, a historic point in time when the HHPU did not exist
- the algorithm and Copas score of the Top 300 offenders¹¹ (according to the algorithm's ranking) at September 2018, when the HHPU was operational
- the same data for the six-month intervals between these points in time (resulting in five datasets)
- the age, gender and ethnicity of all offenders
- the total number of offences committed by each offender
- the number of offences and details of each offence committed by each offender for a one-year period after the algorithm was run

¹⁰ It is important to note that NICHE is a police database, and so when a perpetrator in this instance is deemed to be the perpetrator of an offence, this does not mean that they have subsequently been convicted of that offence. The NICHE database, therefore, is a record of police incidents, rather than police convictions.

¹¹ The algorithm is run on the whole NICHE database, so it brings back around 20,000 cases when the algorithm is run. However, 300 offenders is the maximum dataset that the research team were able to obtain.

2.4.3. Procedure

The algorithm is usually run by a Surrey Police member of staff every two weeks, so that new offenders in the Top 100 can be assessed as to their suitability for management. This same analyst ran the algorithm at five points in the time requested. All of this information was anonymised, password-protected and sent securely to the project lead.

2.4.4. Analysis

The following analyses were conducted with this data.

To test whether the overall level of harm caused by offenders in the North Surrey area was decreased by the implementation of the HHPU (which could have been facilitated by a number of factors), the total harm caused by the Top 100 offenders in both the 2016 and 2018 samples was calculated, for one year following the algorithm being run. Harm was calculated using the Cambridge Crime Harm Index (CCHI)¹², for any offences committed over this year period. The CCHI weights crimes according to the harm caused by different offences. The way it measures harm is to use 'the starting point' sentence (based on sentencing guidelines) and convert that into what would be the number of days (served) in prison. It does not consider actual mean sentences (which considers aggravating and mitigating factors, such as previous offending history), as the aim is to measure harm to the victim, which depends on the nature of the offence, rather than offender circumstances that might make a higher or lower sentence desirable (see Sherman, Neyroud and Neyroud, 2016).

Where more than one offence was committed in the one-year period, CCHI scores were summed to create an overall harm score. A Wilcoxon signed-rank test¹³ was then calculated (using the 73 offenders common to both datasets) to see whether the total harm caused in the 2016 and 2018 samples was significantly different. It is important to note here that the researchers were not able to separate out all the

¹² University of Cambridge. (2020). [The Cambridge Crime Harm Index](#) (CCHI) [internet]. [Accessed 1 March 2021]

¹³ A Wilcoxon signed-rank test is a non-parametric statistical test that compares two samples to see whether the difference between them is statistically significant.

offenders under ViSOR and IOM management in both the 2016 and 2018 samples (as information management status was only available on the current cohort list). This means that harm was calculated for all offenders in these samples, whether they were being managed or not. As such, these calculations would only demonstrate any overall harm decrease, if any. They cannot indicate the reason for the decrease (for example, increased offenders being managed or more effective intervention use).

To test whether the algorithm is appropriately ranking the offenders in terms of how harmful they are, Spearman's correlation analyses were run. This was to see if the algorithm ranking for each offender in the September 2016 Top 300 sample was significantly correlated with both their subsequent actual total harm score (calculated using the CCHI, as above) and their total number of offences committed in the subsequent one-year period. Algorithm and harm scores were also plotted to give a visual representation of this correlation. The 2016 sample was used here, as the HHPU had not yet been established, meaning there were fewer offenders that were under offender management. Ideally, a sample of unmanaged offenders would have been used for these analyses. However, as noted above, it wasn't possible to separate out all of the managed from the unmanaged offenders in this sample.

Finally, how the algorithm ranking changes over time was assessed. To do this, the numbers of offenders in the Top 30, Top 50, Top 100, and Top 300 in the September 2016 sample were calculated to see how many remained in those lists at each six-month point over the course of the two-and-a-half-year period. Finally, the Top 20 offenders were plotted to follow their trajectory over the two-and-a-half-year period, and to see how often they fell out of the Top 20 ranking.

2.5. Quantitative analyses – use of offender management data

2.5.1. Sample

These analyses were conducted using data on offenders managed by the HHPU.

As this part of the evaluation was conducted using secondary data collection of information owned by Surrey Police, these participants were not contacted about this use of data pertaining to them.

2.5.2. Materials

Information was taken from Surrey Police's NICHE database, which details all actions taken with IOM and HHPU offenders that were being managed at the time of the evaluation. The ViSOR system was similarly used to obtain management information on ViSOR offenders.

2.5.3. Procedure

The project lead conducted an on-site document review of 10 HHPU and 12 IOM cases that were on the NICHE system, which was the total number of each of these types of cohorts being managed by the HHPU at the time. An offender manager conducted a similar document review of an equivalent number of ViSOR offenders ($n = 12$), as the information on the system is sensitive (the researchers did not have clearance to access this database). All of these offenders were adopted for offender management after 1 September 2018, after the setup of the HHPU.

Basic demographic information was collected on each of the offenders, as well as information on all of the interventions that had been conducted with them. The list of interventions that were generated by the document review were sent out to the offender managers for them to categorise whether they thought each intervention was rehabilitative, disruptive or both¹⁴. Only interventions that the offender managers actioned were recorded (ie, no interventions instigated by other services, such as drugs tests conducted by Probation Services), as only the actions taken by HHPU managers were relevant to the evaluation.

2.5.4. Analysis

Descriptive statistics and basic statistical tests were used to assess:

- the number and types of interventions being used with the current HHPU cohort
- whether the interventions being used are more rehabilitative, disruptive or both
- whether the number and type of interventions being used differ between the three types of offender (IOM, ViSOR, HHPU) being managed by the HHPU

¹⁴ All seven offender managers provided this information (although there was some missing data). If there was debate as to which category an intervention fell into, the majority opinion was taken.

2.6. Economic analyses

2.6.1. Sample

These analyses were conducted using data on people listed on NICHE as having been identified by police as the perpetrator of an offence.

As this part of the evaluation was conducted using secondary data collection of information owned by Surrey Police, these participants were not contacted about this use of data pertaining to them.

2.6.2. Materials

As above, the changes in total harm caused by offenders since the inception of the HHPU were assessed by comparing (recorded) offences committed in the 2016 sample versus (recorded) offences committed in the 2018 sample of Top 100 offenders identified by the algorithm. We computed the CCHI score for each offender based on recorded offences committed in the 12 months after the algorithm was run, comparing the 2016 and the 2018 samples listed above. Costs to set up and run the current unit, compared to the costs of running the historic IOM and ViSOR units, were also requested from Surrey Police's intervention lead to calculate any additional cost of the HHPU.

2.6.3. Procedure

Data was obtained by the HHPU's DI. All data was provided to the project lead in an anonymised format.

2.6.4. Analysis

To understand the cost-effectiveness of the HHPU, the added cost of the unit, both in terms of any setup and running costs, compared to those of the historic IOM and ViSOR units, would need to be calculated and compared against benefits. A simple approach to computing the benefits would be to look at reduced harm via better management of offenders. While computing the cost of the HHPU is fairly straightforward, it is not straightforward to compute the monetary value of harm. As a unit change in CCHI is a change of one day of prison time, the average cost of a day in prison for an offender was calculated. Assuming a per-prisoner place of £24,000 (Ministry of Justice, 2016), the drop in CCHI would lead to a benefit as follows: a unit

change in CCHI would lead to a benefit of $1/365 \times 24,000 = £65.75$. Any benefit as demonstrated by reduction in harm demonstrated between the 2016 and 2018 samples can be quantified in this way, and offset against the costs of the HHPU.

2.7. Limitations

The following limitations to the evaluation were identified.

- The results of the evaluation are specific to one division in Surrey Police. While guidance may be taken from this study, the results may not be completely generalisable to other areas.
- The HHPU is a relatively new unit, so there was only data on a small cohort of offenders who are currently being managed, for example, in terms of intervention use.
- This limited time period means that it was not possible to follow up the effect of particular interventions in terms of decreasing harm over a longer period.
- Current intervention use could not be compared to historic intervention use to statistically test for difference in intervention use (and the potential links to a decrease in harm).
- Finally, more data (including a larger sample of offenders, as opposed to the Top 300 identified by the algorithm) and other variables relevant to different risk assessment measurements) would have been required to better assess how the algorithm could be improved.

3. Findings

3.1. Overview

The aim of identifying high-harm offenders was achieved through the traditional IOM and ViSOR pathways, as well as through two new pathways, an algorithm and referral (by another police unit or an external agency). Different types of offenders are now being managed, with an increased focus on harmful DA offenders, and some are being identified earlier for management.

- While these two new pathways were successfully implemented, the efficacy of these pathways – in terms of whether they identify the most harmful and appropriate offenders for management – requires further evaluation.

The overall capacity of offender management in North Surrey was increased through the more equitable spread of workloads between the offender managers, leading to the increase in the number of cases being actively managed.

- The merging of the previous IOM and ViSOR cohorts was facilitated by co-locating the offender managers, encouraging staff members to work with different members of the team.
- This different workload split has resulted in the upskilling of the previous IOM offender managers, meaning that all offender managers are capable of managing all types of offenders, although the knowledge exchange between the IOM and ViSOR offender managers remains a work in progress.
- Whether offenders were being identified earlier on for offender management requires further evaluation.

A multi-agency approach to offender management has been introduced, with offender managers, other police units and external agencies all actively contributing to the management of high-harm offenders.

- This method of working has been facilitated through the implementation of a formal HHPU meeting, where attendance from all invested parties is required.
- The multi-agency working has also been facilitated through the efficient running of this meeting, which has ensured employees' continued engagement.

While no significant difference was determined between a 2016 and 2018 cohort of offenders, further research is required to establish whether this new approach to offender management is decreasing the overall harm caused by offenders because of the increased number of offenders being managed, as well as whether the harm that each offender is causing has been decreased. Findings also indicated that the creation of the HHPU could have been better facilitated by:

- making the terms of reference clearer and better communicating these terms to other police units and to external agencies

- more clearly articulating how statutory and existing aspects of offender management would fit with the new HHPU model
- providing offender managers with formal guidance on the different types of interventions and services available, to enable further knowledge exchange

3.2. Has the HHPU been successful in achieving the outcomes set out in its aims?

This HHPU's success can be measured in a number of ways, according to their original aims outlined in the Theory of Change. These were to:

- shift the focus of Surrey Police's offender management to high-harm perpetrators, and to introduce effective ways of identifying those offenders
- increase the overall capacity of offender management in North Surrey
- increase the number of cases being actively offender managed
- start to identify individuals where, although there is information or intelligence they are committing high-harm offences, there are currently no statutory obligations on them to engage with police management activity
- upskill offender managers so they are able to manage all types of offenders
- introduce a multi-agency approach to managing offenders
- decrease harm caused by offenders
- ensure that the HHPU is cost-effective

3.2.1. Has the shift to targeting high-harm perpetrators been achieved, and are there effective ways to identify these offenders?

In order to assess whether the shift in high-harm perpetrators has been achieved, it is necessary to consider whether all of the methods of offender referral to the unit are now suggesting high-harm perpetrators for HHPU adoption. From the background information obtained during the Phase 1 and 2 interviews, four pathways to referring offenders were identified. The first, MAPPA meetings, are where ViSOR offenders are still referred to the HHPU for management. It was suggested during the interview process that all sex offenders should be considered high-harm:

‘Do you know what, I’d probably consider every sex offender to be high-harm, whether they’re low-risk or not.’ (P2)

Second, the manner in which the IOM cohort is selected by the meeting between the HHPU offender managers and Probation Services had shifted to the principle of identifying offenders based on their threat, harm, and risk levels, rather than looking merely at offenders with very high recidivism rates;

‘We cut the cohort in half and started again with a new threat, harm and risk cohort, which was sort of...tries to be...to mirror divisional priorities in terms of what crime types we are focusing on as a division.’ (P6)

Further, the algorithm identifying high-harm perpetrators (pathway three) has been implemented, as has identifying offenders through external referrals (pathway four). Both pathways actively identify further high-harm perpetrators for potential management. Pathways three and four are currently responsible for 10 of the new HHPU cohort of offenders at the time of writing (out of a total of 271 managed offenders). Offender managers felt that all the pathways are identifying high-harm offenders for management, and that the management of low-harm, high-risk offenders has been ceased. This is based on:

- the two new pathways being specifically designed to identify high-harm offenders
- the fact that the previous shift in IOM management meant that high-harm offenders were being taken on by the IOM team (see section 1.2.3)
- the fact that ViSOR offenders have always been defined as high-harm

It is therefore reasonable to conclude that the HHPU has been successful in its primary aim of identifying more high-harm offenders.

3.2.2. Is the capacity of the unit increased (compared to the combined capacities of the IOM and ViSOR units)?

Table 2 demonstrates the number of offenders that each offender manager was assigned, both before and after the HHPU was created. (Note that in two cases, the figures relate to the workloads of two IOM offender managers who subsequently left, and to the workloads of two new HHPU offender managers.)

Pre-HHPU, three offender managers were working over what Surrey Police outlined as their maximum capacity, with only four able to take on any additional caseload. The result of working at above capacity means that it is likely those offender managers struggled to complete all of the tasks required of them. Additionally, three of the four offender managers with capacity to take on new cases would not have been able to take on any ViSOR offenders due to lack of training.

Table 2. Offender manager caseloads pre- and post-HHPU setup

Offender manager	Original unit assigned to	Number of offenders managed pre-HHPU	% capacity (max. 50)	Number of offenders managed post-HHPU (as of Dec 2019)	% capacity (max. 50)
1	ViSOR	45	90%	39	78%
2	ViSOR	52	104%	41	82%
3	ViSOR	64	128%	39	78%
4	ViSOR	60	120%	35	70%
5	IOM	8	16%	39	78%
6	IOM and new OM	8	16%	39	78%
7	IOM and new OM	8	16%	39	78%
Total	HHPU	245		271	

By contrast, the post-HHPU data demonstrates that the workload is much more equally distributed, and all seven offender managers have capacity to take on more offenders. By more fairly distributing the caseloads, the capacity of the offender

managers overall was increased. This increase in capacity would not have been possible before the ViSOR and IOM merger, as the increase in number of offenders managed is due to the ex-IOM offender managers taking on additional ViSOR cases. Without the upskilling of these IOM offender managers, they would not historically have been able to take on this extra capacity.

This decrease in workload was recognised by offender managers, particularly ex-ViSOR offender managers, as a real benefit to their role. While ViSOR offender managers may have preferred to work solely with sex offenders, the benefits in terms of the decreased workload seem to have compensated for the shift in job role, given no loss of personnel was seen from the ViSOR unit:

‘Our workload has massively reduced.’ (P9)

3.2.3. Have more cases been taken on (compared to the combined number of offenders managed in the IOM and ViSOR units)?

As can be seen in Table 2 above, the total number of offenders being managed by the HHPU is 271, which is an increase of 26 from the 245 offenders that were being managed by the IOM, or a total increase of 11%.

Importantly, this increase in capacity has meant that a new cohort of HHPU offenders could be managed (n = 10 at the time of writing), as well as continuing to manage IOM and ViSOR offenders.

3.2.4. Are offenders being identified for management earlier?

There was recognition of the importance in attempting to engage or intervene with offenders that are repeatedly coming to the attention of the police for certain offences, but who wouldn't be referred to the HHPU through one of the more traditional routes due to their lack of statutory obligations to engage in offender management, such as being a registered sex offender or being under statutory management by Probation Services. As noted above, this could in theory range from individuals with no prior convictions, to those with convictions for certain offences but who were coming to the attention of the police for other, high-harm offences for which they hadn't been convicted. In practice, the latter was true of all members of the new HHPU cohort:

‘The people that are already being managed, we’re kind of happy with those individuals because we’ve already got some control over those. This is really to get the people that don’t sit anywhere where they’re traditionally managed already.’ (P5)

One of the benefits of the HHPU model, with the algorithm and the partner agency referral process, is the potential to use a broader range of intelligence and information to support the earlier identification of offenders who are reported for – but not yet convicted of – committing high-harm offences. This therefore facilitates opportunities for intervening earlier with these offenders:

‘If you can take interventions early on which prevent somebody from becoming a registered sex offender, by diverting behaviours, that kind of thing, obviously that’s far more desirable than...us getting them when they’ve already committed offences against people and they are...they’re on the Register. So, it creates those opportunities as well to identify people perhaps earlier than we would have done before.’ (P5)

The manner in which offender managers may be able to intervene in these cases, however, may necessarily vary given the lack of statutory powers that they have over these offenders, as explained by one interviewee:

‘Yeah, absolutely, because what you’re trying to do is you’re trying to effectively put in place... an invisible order or an invisible set of conditions, using what legislation you can. So, you know, if you perhaps are looking at somebody who’s a DA perpetrator or a sex offender but you don’t have the conditions of, erm, a non-molestation order perhaps, or you haven’t got a [SHPO – Sexual Harm Prevention Order] in place, then you’re looking at: is there a civil order or a community order, like a criminal behaviour order, you can put in place, or a civil injunction or partial [closure order] on the address because to give you some conditions that you can use to gain control of that offender, some prohibitions that we can police? So, by the virtue of not having a conviction or a statutory order or power, you

have to kind of go down this problem-solving route of looking at other avenues.’ (P4)

One of the ways in which offender managers tackle these offenders who don’t have convictions for the types of offences for which they are being targeted is to take advantage of the powers that their partner agencies hold. This is where the multi-agency aspect of the HHPU really comes into its own, as demonstrated in this example:

‘So, I can think of one example where we had... He was a ViSOR perpetrator, but he also came up through the algorithm and [he went onto our TTCG – Tactical Tasking and Co-ordination Group] erm, and we started looking at...all sorts of different tactics...because what we were trying to do was...the risk was the DA, so we were trying to get him in custody for a short period of time so we could go in and make a Clare’s Law disclosure [with] the victim. So, we’re looking at sort of TV licensing penalties, we were looking at, erm, insurance fraud on his car, we were putting markers to get the car pulled and stopped, erm, so we could bring him for driving [otherwise in accordance with a] licence. We were looking at, erm, tenancy fraud – all sorts of little things that we were using to actually...disrupt him, so we could break that relationship up for a few hours, so we could put an outreach team in to offer her some support, give her a disclosure and offer her refuge.’ (P4)

3.2.5. Have offender managers become upskilled and able to manage all types of offenders?

The upskilling of the IOM offender managers was a crucial part of the creation of the HHPU, in order for them to be able to manage ViSOR offenders:

‘There’s no specific training for IOM, so it’s just research and it’s not – because there’s no statutory guidelines as such and, a lot of it, you’re just backing up Probation and completing visits and gathering intelligence. So, all that kind of stuff, I can do. I’m alright with meeting new people – it’s been part of my job [for] a

million years. But I wasn't allowed to do any ViSOR work until I'd done my MOSOVO course, which is...Managing of Sex Offenders and Violent Offenders, and I did that in April 2018, so that was a week's course.' (P10)

Table 3. The number of offender managers with MOSOVO training pre- and post-HHPU inception

Number of offender managers with MOSOVO training pre-HHPU	Number of offender managers with MOSOVO training post-HHPU
4 (57%)	7 (100%)

At the time of the evaluation, the number of offender managers who were MOSOVO-trained had increased by 75% compared to the original number of offender managers who were trained. This is a clear increase in the overall expertise that the HHPU team have, compared to the previous IOM and ViSOR teams. Further, offender managers themselves deemed the training to be sufficient to the role:

'I felt that the training I had was adequate for the job.' (P10)

As all offender managers are now required to manage the different types of offenders, there was discussion during the interviews about whether they felt they had become omnicompetent, due to the informal knowledge exchange expected to take place between offender managers. Generally speaking, offender managers seemed positive about the knowledge they had gained from their colleagues, in terms of how to manage different types of offenders:

'So, I think there's probably some really good practice that's moved across all three. I think where you see it most is probably in the HHPU, because that's where the two teams have met in the middle because it's new territory. So, when you're devising...so when you ask a ViSOR officer how to do IOM, they go and ask an IOM officer, and vice versa, but when you're looking at a new approach for a new cohort, you've really got to

put your heads together... I think that's where you see the biggest wins because you're forced to look at what you know from your own team and your own experience, and what the other person from the other side of the team knows, and put something together to make a new approach to dealing with these people.' (P4)

There were, however, some indications that the more informal learning that was expected to take place between the offender managers was a work in progress, as some managers still felt uncertain as to how to manage certain types of offenders. Using the data gathered during the document review, it is possible to see that a range of interventions are being used throughout the HHPU cohort, as demonstrated in Table 4.

A total of 46 interventions were identified from the document review of 34 cases (IOM = 12; ViSOR = 12; HHPU = 10). These were split according to the manner in which they were taken on for offender management, such as through IOM or MAPPA meetings, versus through the algorithm or external referral for HHPU offenders. The majority of the interventions, 32, were deemed to be disruptive in nature, while four were classified as rehabilitative interventions, and 10 were classified as both disruptive and rehabilitative interventions. The number (and percentage) of times each intervention was used with each type of offender is also presented.

A range of interventions were used with all offenders, although more varied interventions were used with IOM and HHPU offenders (37 and 36 different types used respectively), while only 20 different types of interventions were used with ViSOR offenders. The IOM, ViSOR and HHPU offenders were discussed in quite separate terms (the issue of terminology is discussed below), with the goal of working with IOM offenders being seen as the more rehabilitative and with ViSOR offenders more disruptive. However, there is evidence that both cohorts were receiving interventions that fall into both categories, and that HHPU offenders were also receiving a range of interventions. While the majority of the rehabilitative measures were used in cases of IOM offenders, there was evidence to suggest these types of interventions were being used with both ViSOR and HHPU offenders, with one ViSOR and one HHPU offender being given help with accommodation, and enquiries being made about property for a further two ViSOR offenders.

Interventions that were rated as both rehabilitative and disruptive in nature were also used across the three types of offender.

Table 4. The types of interventions used with offenders

Intervention	Type	Times used with IOM		Times used with ViSOR		Times used with HHPU	
		N	%	N	%	N	%
Add or check NICHE flags and warnings	Disruption	10	83%	11	92%	9	90%
Request Police National Computer (PNC) print	Disruption	3	25%	7	58%	2	20%
Add or check PNC marker	Disruption	6	50%	12	100%	8	80%
Trigger plan	Disruption	4	33%	0	0%	0	0%
Note intelligence reports	Disruption	7	58%	8	67%	6	60%
Obtain community impact statement	Disruption	0	0%	0	0%	1	10%
Obtain store banning letter	Disruption	0	0%	0	0%	1	10%
Create briefing slide	Disruption	6	50%	0	0%	4	40%
Criminal Behaviour Order (CBO)	Disruption	3	25%	0	0%	1	10%
Community Order	Disruption	0	0%	8	67%	1	10%
Domestic Violence Disclosure Scheme referral	Disruption	1	8%	2	17%	1	10%
MSS (Message Switch Service) completed	Disruption	3	25%	2	17%	4	40%
PND (Police National Database) checks	Disruption	0	0%	0	0%	2	20%

Intervention	Type	Times used with IOM		Times used with ViSOR		Times used with HHPU	
		N	%	N	%	N	%
Action tracker – notify family	Disruption	0	0%	0	0%	1	10%
Action tracker – liaise with other force	Disruption	2	17%	0	0%	1	10%
Domestic Violence Protection Notice (DVPN)	Disruption	0	0%	0	0%	1	10%
Electronic monitoring tag	Disruption	3	25%	0	0%	1	10%
Community Protection Notice (CPN)	Disruption	0	0%	0	0%	1	10%
Bail check	Disruption	2	17%	0	0%	1	10%
CBO address check	Disruption	2	17%	0	0%	0	0%
Location of interest (LOI) checks on addresses	Disruption	2	17%	0	0%	1	10%
Research on vehicles being used by offender and victim	Disruption	2	17%	2	17%	0	0%
Photo circulation	Disruption	2	17%	0	0%	0	0%
Submit a 5×5 intelligence report	Disruption	4	33%	2	17%	2	20%
Breach of Community Order (CO)	Disruption	1	8%	0	0%	1	10%
Safer Neighbourhoods Team (SNT) tasking enquiries in 'street a week'	Disruption	1	8%	0	0%	1	10%

Intervention	Type	Times used with IOM		Times used with ViSOR		Times used with HHPU	
		N	%	N	%	N	%
MARAC referral	Disruption	1	8%	0	0%	3	30%
Domestic Violence Disclosure Scheme (DVDS) referral	Disruption	0	0%	0	0%	1	10%
ACT marker	Disruption	1	8%	0	0%	1	10%
Restraining order	Disruption	2	17%	0	0%	0	0%
Social media or press release	Disruption	2	17%	0	0%	0	0%
Drugs test	Disruption	3	25%	0	0%	0	0%
Help with college, training or employment	Rehabilitation	3	25%	0	0%	0	0%
Travel warrant	Rehabilitation	2	17%	0	0%	0	0%
Help with accommodation	Rehabilitation	1	8%	1	8%	1	10%
Enquiries made about property	Rehabilitation	2	17%	2	17%	0	0%
Contact with offender	Both	12	100%	12	100%	7	70%
Provide updates from professional meetings	Both	5	42%	6	50%	7	70%
Establish living arrangements	Both	5	42%	11	92%	4	40%
Contact Child Services	Both	4	33%	4	33%	2	20%

Intervention	Type	Times used with IOM		Times used with ViSOR		Times used with HHPU	
		N	%	N	%	N	%
Checks on offender's address	Both	4	33%	10	83%	2	20%
Nominate to IOM	Both	5	42%	0	0%	1	10%
Seven pathways discussed	Both	7	58%	1	8%	3	30%
Engagement with victim	Both	0	0%	1	8%	1	10%
Unannounced visits by ViSOR	Both	1	8%	10	83%	1	10%
Liaison with other services	Both	3	25%	3	25%	1	10%

Given that the HHPU is in its infancy in terms of offender management setups, it is expected that this knowledge exchange will increase, although how this can be facilitated is discussed further below. It should also be noted that there could be interesting avenues for further learning from the external agencies involved in the HHPU, such as the following suggestion:

‘They put a flag on the hospital report, and if the victim comes in with injuries, they can see... there’s a MARAC flag on, so that whoever checks them into A&E knows that there’s been a MARAC discussion and it just sets off a little alert in their mind...if they [the HHPU] adopt them, it could well work.’ (P11)

3.2.6. Has a multi-agency approach to offender management been introduced?

One of the most fundamental aspects of the HHPU is the way in which it has introduced a multi-agency approach to offender management. Comparisons were drawn with the Multi-Agency Safeguarding Hub (MASH) and MARAC, victim-focused multi-agency setups designed to provide victim support and guidance. It was highlighted, however, that not having a similar setup designed to focus on offenders was often to the victim’s detriment:

‘It allows you to pass on information and it allows the perpetrator to be targeted, instead of always it having to be the victim that stands up in court, because we know that they can’t [always] do that. So, it just gives...it makes you feel, well, at least we’re targeting the person committing these offences instead of the victim always having to move or go to a refuge or... Why should it be them that has to do it?’ (P11)

The introduction of this new multi-agency, offender-focused approach was therefore cited as filling a much-needed gap in service:

‘We didn’t have very much, to be honest, and that was a gap...for somebody that’s not...doesn’t...is not open to Probation or is not a ViSOR subject, then we had...we had very little to look at offender management...Nothing structured to – and certainly nothing structured for us to refer into from MARAC.

We would be saying, “Well, can Neighbourhood have a look at this?” “Oh, could SIU...?” (P11)

Implementation success can be seen by the HHPU meetings, which were held monthly and were reportedly well attended by both other police units and external agency points of contact (a list of the regular HHPU meeting attendees can be seen in Appendix A.) There was also discussion during the interviews of the significant buy-in to this multi-agency working from external agencies:

‘I think the partners...and I say this because I’ve sat in quite a few recently which are child exploitation meetings, is people are actually interested in talking about perpetrators...because I think, with partner agencies, you know, having worked with...within sort of Safeguarding teams for many a year, is people get really focused on the victim safeguarding, em, whereas actually, people are starting to recognise in other agencies now is, actually, if you deal with the perpetrator, you know, the one perpetrator who offends against 12 people, it’s easier to deal with the perpetrator than safeguard 12 people.’ (P4)

The multi-agency approach has also been seen by respondents as helping to facilitate joint working between police units:

‘Because that’s what I used to find in the SIU, is that one person would have a job involving an offender, another person sitting over there would have a job – they didn’t speak to each other ... So, again, that would be another aspect of the HHPU, would be that they would be a sort of an overarching body to spot those sort of issues and then, you know, make sure that that got addressed.’ (P1)

Everyone was also felt by respondents to be more accountable in terms of the actions that were required to manage offenders:

‘There’s the minutes and everything. Like I said, at least it’s...I think it will also hold more...I think it will hold all the partners more accountable, especially if there is an action.’ (P7)

Finally, communication was felt to have improved in terms of knowing more about different types of offenders:

‘Whereas before, under PPO [Prolific and other Priority Offender], I didn’t actually deal with, erm, or get hold of, the DV [domestic violence] people quite so much because it didn’t actually come into our remit. However, having gotten to know the people now in the HHPU unit, erm, you know, being on first-name basis and everything, at least I know who to go to and everything in that area, rather than try and fish around. So, yes, I suppose communication is a lot better.’ (P8)

The above were all reported as advantages of the successful implementation of multi-agency working as part of the HHPU model. Respondents felt that the focus on multi-agency working was a crucial aspect of the HHPU, and therefore other forces are recommended to consider replicating this aspect as part of any new HHPU.

3.2.7. Has the harm caused by offenders decreased?

Ultimately, the aim of the HHPU is to decrease harm caused by perpetrators in the area. In order to get a broad understanding of whether the level of harm caused since the creation of the HHPU has decreased, two samples were compared. The algorithm was run in September 2016 (when the HHPU was not running) and in September 2018 (when the HHPU was running). The CCHI scores of the Top 100 offenders identified by the algorithm in each year were calculated, based on their offending over a one-year period after the algorithm was run. The CCHI scores are based on starting (prison) sentence measured in days for each offence. The harm distribution by the algorithm’s Top 100 rank is illustrated below in Figures 4 and 5.

Figure 4: Top 100 offenders' total harm scores in 2016

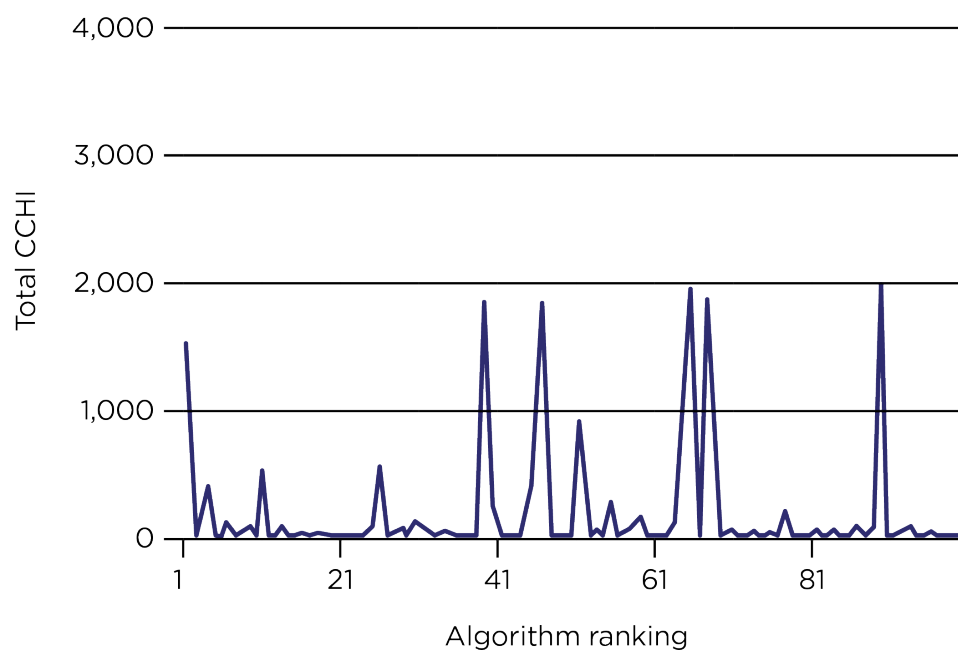
2016 top 100 offenders – total harm

Figure 5: Top 100 offenders' total harm scores in 2018

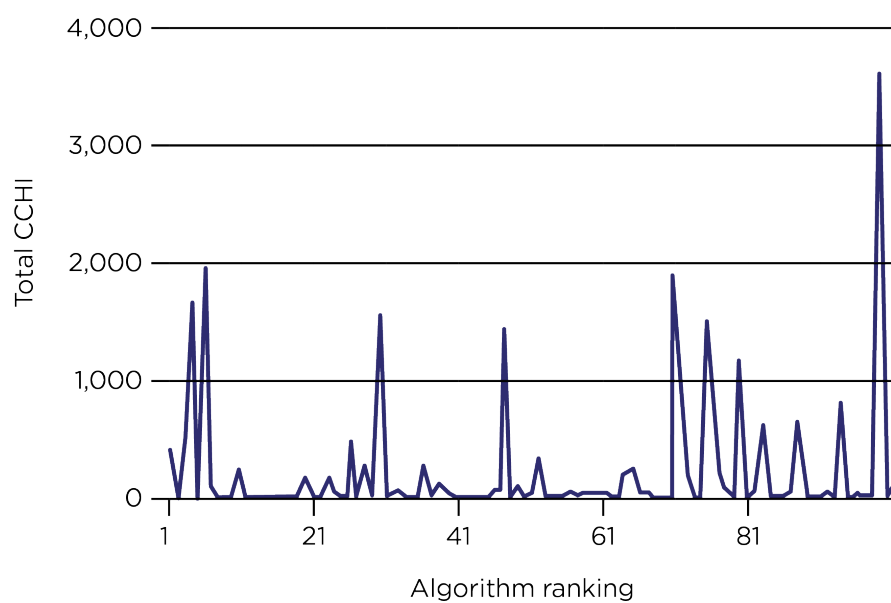
2018 top 100 offenders – total harm

Table 5 shows that the mean CCHI score of the 2016 sample was 171.5 and the mean CCHI score of the 2018 sample was 198.5. When the common 73 offenders are compared across these two samples, the average harm per offender in 2016 was 224.2, while in 2018 it was 234.1. A Wilcoxon signed-rank test was conducted¹⁵ to see whether there was a significant difference in harm caused by these two samples. The result of the Wilcoxon signed-rank test was not significant ($z = -0.51$, $p = 0.61$). This means that the harm caused by the offenders in the 2018 sample is not significantly different compared to the 2016 sample. As noted above, however, this measurement of harm is limited because the offenders who were or were not managed in each of the samples couldn't be identified.

Table 5: Total harm caused in both the 2016 and 2018 samples

	2016			2018		
Sample	Mean	SD	N	Mean	SD	N
Top 100	171.2	447.3	100	198.5	515.4	100
Common Top 73	224.2	513.3	73	234.1	573.1	73

3.2.8. Is the HHPU cost-effective?

As there is no current reduction seen in harm, likely due to the limited sample available to test harm reduction, it is difficult to conduct a cost-benefit analysis of the HHPU. However, harm reduction is not the only benefit that the HHPU has brought about (discussed qualitatively below), and these other benefits are difficult to quantify financially.

What is easier to encapsulate are the costs of the HHPU, both in terms of its setup and its ongoing costs. There were no relocation costs in the North division¹⁶, and the only one-off setup costs were the MOSOVO training courses that new staff and

¹⁵ A Kolmogorov–Smirnov test determined that the data was not normally distributed and that a non-parametric, as opposed to a parametric, test was the most appropriate to use here.

¹⁶ It was noted during the interviews that a small budget might have been required in both the East and West divisions for re-location costs.

existing IOM offender managers were required to undertake. A review of the recent prices paid for the five-day course showed that these costs range widely, from £300 to £850 in this instance, with the average place on a course for one offender manager set at £471.25. The majority of the quotes were for five-day courses, although one was for a free eight-day course plus £40 for accommodation, and one was for a 12-day course costing £1,800 (not included in the average cost calculation). In terms of ongoing costs, these consisted only of the costs of the additional DI required to run the unit, whose annual salary is £73,433.

3.2.9. Unplanned benefits

There were also some unplanned benefits of setting up the HHPU that had not been suggested to the evaluation team as aims of the original HHPU pilot, but were highlighted in the interviews.

3.2.9.1. Proactive working

The first benefit not listed in the HHPU's original aims was the increase in proactive working that offender managers (particularly the ex-ViSOR managers) have started to conduct, which they deemed to be as a direct result of the unit's increase in capacity:

'I think, from a management and being realistic in what we are able to deal with, it's definitely an advantage because, erm, we're able to be a little bit more proactive, whereas, before, just because of the numbers, you are just treading water really. You're just kind of doing the...you know, doing the visits and clearly dealing with stuff that...that needs to be dealing with, but we then...now, there's potential for us to kind of dig a little deeper, I suppose.' (P9)

This is key in terms of offender managers having the capacity to use all of the tools at their disposal to stop reoffending, particularly those interventions that are not statutory but that may be more rehabilitative or engagement-related. This may include, for instance, verifying what offender managers have been told by offenders in order to search more actively for potential offending:

‘A bit more like, I don’t know, ANPR [Automatic Number Plate Recognition] work or, you know, seeing what they’re generally doing on a day-to-day basis and that kind of stuff. You know, them saying, “Oh, I went up to...” wherever, then you’re able to look into it a little bit more and see if, you know, how truthful they’re being and that kind of stuff, em, whereas, before, you wouldn’t – unless there was...you thought something criminal was occurring, you probably wouldn’t be able to look into it as much.’ (P9)

There was some caution about what would happen if offender managers’ capacity were to be limited again in the future:

‘We have capacity, so we could push the capacity [by taking on more cases], but where you lose that is actually around your ViSOR and your IOM offenders, you might not be able to, you know, be as proactive as you would be, erm, in some of the...maybe some of the intelligence-gathering that they do to, you know, to try and work out what their offender has been up to at the weekend. So, it’s...swings and roundabouts. So, we could have a bigger cohort, but the consequence of that is that we would only be able to manage the other offenders and we’d lose some of the capacity to be more proactive.’ (P4)

At the moment, offender managers reported being able to take on cases according to management need, rather than based on capacity. Further, this increase in capacity has reportedly had the added bonus of offender managers working more proactively. The issue of capacity should be monitored closely to ensure that the cohort is not increased to the point where this type of work is no longer possible (as was reported as being the case historically with ViSOR offenders in the North division).

3.2.9.2. Novel uses of interventions

Another unplanned benefit of the HHPU setup that was highlighted by the interviewees was the novel use of interventions. This was felt to be the result of the knowledge exchange between offender managers. As well as learning to manage

different types of offenders through learning from colleagues about different approaches, offender managers reported also using interventions traditionally used with one cohort on other cohorts:

‘I bring my IOM style of management to managing ViSOR offenders, and what I’ve noticed is how receptive they are to it.’
(P13)

What is particularly interesting about the merger to form the HHPU is that these different interventions and skills brought by both ViSOR and IOM offender managers means that the types of interventions that have traditionally been used with one cohort are in some cases being used on the other cohort:

‘Yes, I would have thought that, actually, you know, somebody that was managing a sex offender, who’s now got an IOM skillset, they might think about other things. They might know...they might understand better how to, for instance, access help around housing and things like that, which they might not have done before. So, you know, there’s...they might have a better experience in terms of a broader experience of what other support services are out there that might actually benefit that particular individual.’ (P5)

One example of an intervention now shared between all offender managers is the use of electronic monitoring tags:

‘So, definitely with the Buddi tags, erm, because that did start off with IOM, and that’s moved its way onto a lot of our high-risk ViSOR people.’ (P4)

This knowledge exchange and consequent use of novel interventions seems to be reflected in the intervention figures demonstrated in Table 4, given that both rehabilitative and disruptive tactics are being used with all sorts of offenders, rather than IOM offenders receiving primarily rehabilitative interventions, and ViSOR offenders receiving primarily disruptive interventions. This is indicative of a holistic approach to offender management that moves beyond the premises of intervening with IOM and ViSOR offenders differently.

3.2.9.3. Increased resilience of HHPU staff

Another reported unplanned benefit of the creation of the HHPU is the offender managers' increased resilience due to the fairer distribution of workloads:

'When you look at the bones and mechanics of what we do, and our resilience levels and capacity, I think we're in a much better position...because we've integrated two teams of officers, so the spread of work is more even.' (P8)

The offender managers' capacity was assessed against the maximum number of cases that offender managers should have at any one time (50). As noted above, Table 2 demonstrates that three offender managers were working above what should have been their maximum capacity. This is an issue in terms of them being able to conduct all the aspects of their role sufficiently, but this sort of stressful working environmental has the potential to have a knock-on effect in terms of a person's wellbeing. The workloads being lower and more fairly distributed could therefore have a positive impact on the general wellbeing of the offender managers.

3.2.9.4. Increasing other police units' capacity

One of the other reported unplanned benefits of the creation of the HHPU was that, given it filled a gap in service, other police units do not now have to attempt to informally fill this gap themselves, freeing up the other unit's time to concentrate on their core roles. Other police units recognised that they had previously had to engage in a certain amount of offender management during an investigation:

'It's offender management insomuch as, when we've got an investigation, it's our responsibility to make sure someone's not...harassing the witnesses or repeating offences against the victim, but not to the extent that HHPU can kind of dedicate that focus to them.' (P12)

With the existence of the HHPU, and particularly in the cases of offenders that have been identified early on in their criminal careers, this burden of offender management is removed from the investigating officer:

'It...also has an impact on the capacity of particularly the investigating officers in the other departments, so the SIU. So,

traditionally, erm, a lot of the offenders that we're working with which are, say, DA perpetrators, the responsibility of managing their behaviour would be down to the officer who's dealing with the investigation. So, they've got the investigation to deal with, the safeguarding around the victim, and actually trying to put some control in place to stop the perpetrator from re-offending. So, we've taken that burden away from some of those OICs [officers in charge] by taking responsibility for that perpetrator, whether it's enforcing bail conditions, it's seeking a civil order, erm, or it's looking at what other sort of safeguarding measures or proactive or covert tactics that we've put in place, rather than that investigating officer.' (P4)

3.3. Was the HHPU successfully implemented?

Measuring overall success is an important aspect of the evaluation. What this evaluation has also tried to capture are the mechanisms through which success was (or was not) achieved. Understanding how effective the implementation of the HHPU has been, and where this implementation could have been improved, is vital in evaluating the overall success of the project.

3.3.1. Were the aims of the HHPU well communicated?

In terms of the way that the HHPU setup was presented to offender managers, interviewees reported that regular meetings were held with staff to prepare them for the change to the HHPU. It was felt that this assisted with the transition period:

'You know, don't get me wrong, we were expecting some real pushbacks when we said, "You know, we're splitting the workloads now evenly", but I think we, and I hope we, managed it in a way that it didn't become too much of a burden, erm...you know, they knew it was coming, but it just got delayed a little bit, and then they knew it was coming again, and then it got delayed a little bit, and then they knew it was coming and it arrived, and it wasn't so much of a shock. But yeah, I mean [sighing]...we had regular sit-downs with them and said, "Look, this is the work that's coming," erm, almost giving them the opportunity to say, "I

don't want to do this work – I'm off!" because, you know, we'd have needed to replace them, if that was their opportunity to go, but...erm, yeah, I think it was just keeping them as updated as we could.' (P2)

On the other hand, as well as more clearly setting the terms of reference, interviewees felt that these terms of reference could have been better communicated. For instance, there was some indication from interviewees that the internal police communication strategy about the new HHPU could have been improved:

'I don't think, generally, what they can and can't do is known very well outside of the team because it's quite a new thing, and although there's been this kind of communication about "This is what HHPU...are all about now, they're IOM and ViSOR", there's no kind of substance behind that. So, I think a bit more comms about who they deal with, what they deal with, the partners and how they do it, might be a bit more useful to maybe the team members. Because I think, as the managers and the supervisors, we probably know, but if you went and asked the team, "What do HHPU do?" they probably wouldn't be able to answer.' (P12)

This communication issue may speak to the knowledge about offender management more broadly in Surrey Police:

'Even if they hadn't become HHPU and they were IOM and ViSOR, if you went and asked people what IOM or ViSOR did, they probably wouldn't know that either because they're a team somewhere else, and unless you have gone out to find out what they do.' (P12)

The issue of communication, however, is not something to be underestimated, as some respondents reported that it might have had some knock-on effects in terms of the more traditional methods with which cases are referred into the HHPU:

'We were losing IOM referrals because they said, "Oh well, surely it will come up on the algorithm?" Well, no, because the

crime type, it might not populate, so if you think it's an IOM case, nominate it into IOM like you used to! So, we saw quite a dip, but now we're on the...an upward trend of people now saying, oh right, okay, I get it.' (P6)

Conversely, it was felt that the communication given to external agencies about the creation of the HHPU was sufficient:

'Yeah, we had the sergeant come to one of our meetings to give an overview, and what the difference was really between IOM and that. [Interviewer: "And was that helpful?"] Yeah, definitely, yeah.' (P14)

However, interviewees from external agencies suggested that more communication about the difference between the IOM and HHPU setups (as Probation sit on both meetings) would have been helpful:

'Yeah. I think it's useful to have someone come into like a team meeting and just explain the difference between IOM and HHPU because I think that...that can get quite blurred.' (P14).

The lack of terms of reference and communication at the outset of the pilot were identified as factors that had an impact on the work that the team felt they were expected to do. As noted above, this was an integral part of the HHPU's success:

'What had happened was the message from senior management had gotten lost by the previous DI and so officers thought, "Well, actually, this isn't too bad actually because I'm still doing my ViSOR work, they're still doing the IOM, and there's an additional cohort."...Because that message wasn't translated from the very beginning, when you come in halfway through, it, erm, it gives people sort of a mixed feeling of, you know, is...are there going to be further changes along the way...?...It's a bit of...a shock, and I think that's probably where you got a bit of reluctance of...people were trying to put up barriers of still retaining a bit of the ViSOR and IOM. So, I think it's really important to know really what...what your vision is,

what your objectives are, and, from the start, probably have an agreed either terms of reference.’ (P4)

Learning around the absence of terms of reference and shortfalls in communications should be considered by forces looking to implement an HHPU. However, it is worth noting here that these issues were identified by the current DI, leading to changes being made during the pilot process, which in turn seem to have facilitated the two cohorts being better integrated.

3.3.2. What were the facilitators and barriers to merging the cohorts?

Perhaps one of the most significant aspects of the HHPU setup was the merging of the cohorts. There are several factors to consider in terms of how well this was conducted. Several facilitators to this merger are considered here, as well as a number of barriers that may have hindered the process.

3.3.2.1. Facilitator – Co-location of the team

There were several practical aspects of the pilot that were reported as helping to ease the transition from two units to one. One of the most important factors was the co-location of the offender managers, which was seen as integral to the HHPU's success:

‘So, actually, it’s essential to making it work that there’s this, erm, co-location.’ (P5)

This co-location was not something that happened at the start of the pilot, which was felt by respondents to have been detrimental to the HHPU's operation:

‘We did some feedback sessions in terms of what...what was got right and what was got wrong, on the North, because I didn’t want to replicate those mistakes somewhere else, erm, and one of the biggest things we had was that actually, initially, they weren’t co-located together. They were told they were one big team, but they were in two different places...So, we did kind of quite a lot of stuff to try and overcome that, so the other teams didn’t have the same experience.’ (P5)

Not only was co-location deemed to be important to the HHPU's success, but this quotation also highlights the importance of regularly evaluating any pilot and modifying its operation based on feedback.

One of the advantages of co-location seen in the North division was the experience shared by many of the offender managers:

'So, actually, they are, you know, at quite a good place to be a bit of a, you know, a font of all knowledge, and, similarly, with the ViSOR staff, a lot of them have been in that job for years and years as well so it's...And they're used to carrying high workloads, so buddying people up is probably the easiest way to do it.' (P4)

Co-locating the teams was felt to have resulted in offender managers being able to take advantage of a range of skillsets and a diverse experience brought to the HHPU by other offender manager colleagues.

3.3.2.2. Facilitator – Deliberate amalgamation of workloads

From the outset, it was decided that offender managers would be required to manage all types of offenders, regardless of the offence type or risk level (the job description is included in Appendix D). This was deemed to be integral to the morale of the offender managers in terms of the fairness of the changes being implemented:

'The concern was that, actually, if we didn't do that, IOM would end up managing all the low-risk sex offenders, and then all the lower-risk, erm, or different risk people that are on IOM, and then all the lower-risk people that are on HPPU, if you can have levels of risk. And so, actually, what we didn't want was them to feel like, actually, in this ... they had...not "lost out", but they were the ones that were kind of conceding everything, and actually, you know, being asked to do more work but in a lower-risk arena, while the ViSOR officers were just carrying on doing what they were doing but with a lesser workload. So, we had some extensive conversations about that, and actually, we all felt it was appropriate that, actually, you're an HHPU officer, that's the space we're trying to get to...you've got everybody

that's doing a little bit of everything, and that's the only way, also, that you can create that kind of omnicompetent work-base so that you can essentially get anybody to manage anyone, you know, at a certain point.' (P5)

In practice, the workload was originally split so that the IOM team were only given the low- and some medium-risk offenders. However, the system is now simplified in that the offender managers rotate who takes on each new offender, regardless of offence type. Also notable is the fact that the sergeants led by example in this change, and also merged the staff that they manage;

'So, I now manage some of her old officers, she now manages some of my old officers, to break, again, break those stereotypes.' (P6)

Respondents also noted that, as part of splitting the workload evenly, removing the internal boundaries that can exist within divisions, such as one offender manager being responsible for a certain area within the division, would need to happen. This was cited as essential for HHPU success:

'And we've said to them, "You need to blur your boundaries and get rid of them." Because ours now have, eh, 44 people each, they'll all over the borough, as in the division, they're all over the division, everybody's are all over the division, so you're always going to find someone who needs to go to an area where you need to go to, whether it be for a sex offender, an IOM or an HHPU, it makes no odds. But it split the work evenly. They all have a fair division of all the work.' (P2)

There are important lessons that can be taken from the manner in which this pilot was run, for any other forces wanting to implement an HHPU. As above, it was stressed that both co-location and the integration of workloads was integral to the success of this pilot:

'So, actually, it's essential to making it work that there's this, erm, co-location, but there's also an integration of workloads as well, so that, actually, you try and make as equitable as you can

in terms of people developing their skillsets and their levels of responsibility for things.’ (P5)

The findings from the evaluation suggest that any police forces looking to implement an HHPU model should carefully consider how the offender managers’ workloads are split, to ensure that the reported benefits seen in the North division are replicated elsewhere.

3.3.2.3. Facilitator – Asking staff to work together and implementing a morning meeting

As noted above, there were many facets of the HHPU implementation that were facilitated by the HHPU management. One such example of the active management designed to achieve the aims of the HHPU (as documented above) included encouraging staff members into new patterns of behaviour and working:

‘It’s just getting people to break that behaviour and say...you know, “You may prefer to go out with so-and-so, but actually, the benefit of that IOM officer coming out with you, you know, as a mentor, is really beneficial, and actually you’re going to learn something from them because actually you need to start taking some work on your IOM cohort as well.”’ (P4)

Another part of mixing the cohorts that offender managers dealt with was ensuring that staff from both of the teams physically worked with each other. In this HHPU, the managers held regular team meetings to foster a sense of team cohesion:

‘We now have morning meetings. So, at 8.30, they’ll go into a morning meeting, erm, and really, that’s a check and balance to make sure that we still don’t have that divide between the two – and I genuinely don’t think we do now.’ (P4)

Similarly, cohesion and the fair division of work was encouraged by managers deliberately getting members of who would have been in different teams to go out together to offender meetings:

‘A lot of the visits are...need to be double-crewed, particularly for ViSOR, erm, is they tended to grab the ViSOR mate, rather than thinking we’re now a team of seven HHPU officers, let me grab

somebody I don't normally work with from the IOM side because then they can learn from me, and then while we're out doing my ViSOR visit, we can go and do an IOM visit and then I'll learn from them, and then we'll go and see our HHPU offenders together. That's now happening, and it has been happening for a few months now, since the workload's completely been shared, but we manage that at the morning meeting, so we find out what people are doing, you know, in terms of what is the current risk of the day, and making sure that people are going out with different people. We don't need to tell them now because they know to do it.' (P4)

The idea that this sense of cohesion is now an automatic part of HHPU process was echoed in another interviewee's comments, and demonstrates how important this factor is in terms of effective offender management:

'Everybody's communicating and helping each other. You know, if there's anything any of the ViSOR guys need with regard to information and background on the IOM guys, then the IOM guys, as were, are happy to help, erm, and vice versa, if there's any high-risk ViSORs that have come over, the original ViSOR officers are happy to help.' (P3)

3.3.2.4. Barrier – The use of terminology

According to the definition above, the merging of the cohorts should have facilitated the move towards offender management as a single, holistic process, rather than using a different type of management for each type of offender:

'It's meant to be, erm, you know, a collective approach to, erm, any type of offender, and it goes back to kind of the essence of why we...why we did it, was that, actually, offender management is offender management, and it shouldn't be about the individual that you're managing, it shouldn't be about your skill-set and who you can manage – you should be able to manage, you know, with the right training and the right experience and support, you should be able to manage anybody.' (P5)

There was also evidence that the HHPU was moving towards this model for management:

‘I think it is merging now. I think it definitely is merging, because certainly, the HHPU people, they have a...I think they probably get a combination of everything...Yeah, they do, erm, because, obviously, they [are] people that have a structured management system in their own heads, on how they work and how they manage risk, but they’ve now also got the pathways that they can introduce to an individual...I think the HHPU is almost like a combination of the two [roles].’ (P2)

There was, however, some difficulty in defining the purpose of the HHPU in terms of the type of offender management it was supposed to offer. One of the reasons why it might have been difficult for offender managers to consider offender management as one, multi-faceted process was that they were still referring to different types of offenders by the names of the units that used to manage them, and the types of interventions that each unit would typically engage in. When talking about a more rehabilitative approach, this was often called an ‘IOM’ approach, and a disruptive approach was deemed a ‘ViSOR’ approach:

‘So, the HHPU problem-solving will be taking the IOM pathways approach, if rehabilitation is the right course of action, erm, but actually, there might be some offenders where we use some of our sort of ViSOR tactics.’ (P4)

To facilitate the move away from separating the cohorts of offenders by offence type, it may be helpful to move towards talking about a rehabilitative or engagement approach versus a disruptive approach, rather than using the terms ‘IOM’ and ‘ViSOR’ to talk about management types. Given the fact that many offender managers found aspects of the different types of intervention difficult to define, it may be worth these forming part of the terms of reference for the HHPU, which could feed into referral guidelines (discussed below).

3.3.2.5. Barrier – Lack of official guidance on intervention types

Finally, while there is good evidence of offender managers being upskilled and engaging in knowledge transfer, as well as being willing to assist their colleagues

with unfamiliar tasks, there was some suggestion that more formal guidance on the different types of interventions available to the offender managers would be useful:

‘We have a list of admin things that they need to do, but not a list in terms of how you actually physically manage them. I don’t know whether that’s... I don’t know... don’t know... I guess because they’re all so different, I don’t know if... Mind you, they’re all... everyone’s... they’re all different, all the sex offenders are different as well, but we still have a regime. I don’t know! That might be an idea.’ (P2)

When creating an HHPU, as well as encouraging offender managers to transfer their skills and knowledge to their colleagues, it may be useful to create some guidelines detailing the types of interventions and services available to the offender managers. These guidelines could then be referred to by officers as they learn about their new role. There were instances where offender managers suggested that they were hesitant about using different types of interventions, and it is likely that more formal guidance may encourage offender managers to test new approaches and develop new skills. Supporting staff in testing new approaches may also facilitate the more novel and widespread use of interventions traditionally only used with what were previously IOM or ViSOR offenders.

3.3.2.6. Barrier – Statutory and previous management guidance

As well as the terminology hindering the more efficient crossover of offender management, because of the continued delineation between IOM and ViSOR management approaches, force and national guidance that suggests that different types of offenders must be managed in certain ways may also be a hindrance in this respect. In certain cases, this is unavoidable, such as the number of visits that offender managers are required to undertake with ViSOR offenders according to their assessed level of risk. There are, however, instances where the guidelines for managing one offender, such as using the seven pathways approach to assess need with an IOM offender, may be just as useful in the case of a ViSOR or an HHPU offender. If guidance exists that suggests that the cohorts are still separate, it is unlikely that the cohorts will become further integrated:

‘Although all the officers now have got a mixed workload of IOM, ViSOR and HHPU, there is still IOM guidance that says that you need to...you need to manage the perpetrator in this particular way because [of] the pathways, and with ViSOR, it’s a completely different way, em, and that’s reflected also in the way that there’s [MOSOVO] training for ViSOR officers.’ (P4)

3.3.3. Do the new referral processes work efficiently?

It has been recognised above that the HHPU has successfully started to identify more high-harm offenders through the use of two new pathways: the algorithm and the external referral process. These two pathways have been assessed as to their efficacy in identifying high-harm offenders.

3.3.3.1. The algorithm

One of the new ways that cases can be referred into the HHPU is if the offender ranks highly in the algorithm, as described earlier. While a thorough analysis of the algorithm would require data on the ‘universe’ of offenders run through the algorithm, limited data on algorithmic rankings can be used to analyse accuracy and dynamics of the algorithm. Subsequent harm of the algorithm’s top ranked 100 offenders has also been compared across two time intervals¹⁷. In order to test algorithm efficacy in terms of its ability to identify the most high-harm, high-risk offenders, a Spearman’s correlation was used to see how correlated the offenders’ algorithm rankings were to their actual CCHI score ranking (based on the 2016 sample and the subsequent year’s worth of offending). The Spearman’s correlation analysis demonstrated a weak, but significant, correlation between the algorithm score rank and an offender’s actual harm (as measured by the CCHI score, $r_s = -0.31$, $p = 0.00$), with a higher rank being correlated with a higher CCHI score. A second Spearman’s correlation analysis demonstrated a similar weak, but significant, correlation between the algorithm score rank and the number of reoffences committed by each offender ($r_s = -0.26$, $p = 0.00$), with a higher rank being correlated with increased reoffending. The

¹⁷ It is noted here that, because the purpose of the algorithm is to identify high-harm offenders, those offenders with very high harm scores have not been excluded as anomalies, because they are precisely the types of cases the HHPU is interested in assessing.

mean CCHI score for the top 300 is 95.3¹⁸. In line with the weak, but significant correlation between CCHI score and algorithm ranking, the mean CCHI score of the top 100 is highest at 171.2, followed by the mean of the Top 101-200 at 76.6, and finally the mean of the Top 201-300 at 37.8. This suggests that the Top 100 go on to commit more harm on average than the next 100, who in turn commit more harm than the next 100. Further, from assessing the placement of the actually harmful offenders in the algorithm's Top 100 ranking, 49% of the Top 100 most harmful offenders featured in the algorithm's Top 100 ranking, and 86% of the Top 100 harmful offenders featured in the algorithm's Top 200 ranking. No offenders ranked 200-300 for actual harm came up in the Top 100.

These results demonstrate that, while the algorithm has some predictive validity, there is room for improvement. This weak correlation is visually displayed in Figure 6, where the total CCHI scores of the September 2016 sample are plotted against their ranking according to algorithm score. The graph shows that, while more high-harm offenders are clustered towards the top end of the ranking, there are some interspersed through the Top 300. The correlation may have been moderated by the fact that the historic sample included offenders being managed by the then ViSOR and IOM cohorts (as noted in the Methods section, it was impossible to separate and exclude these offenders from the sample). It can be assumed that these offenders' subsequent offending should have been reduced by the engagement with these offenders by offender managers. The current predictive efficacy of the algorithm suggests that further analyses are required to ensure that it is working as effectively as possible¹⁹.

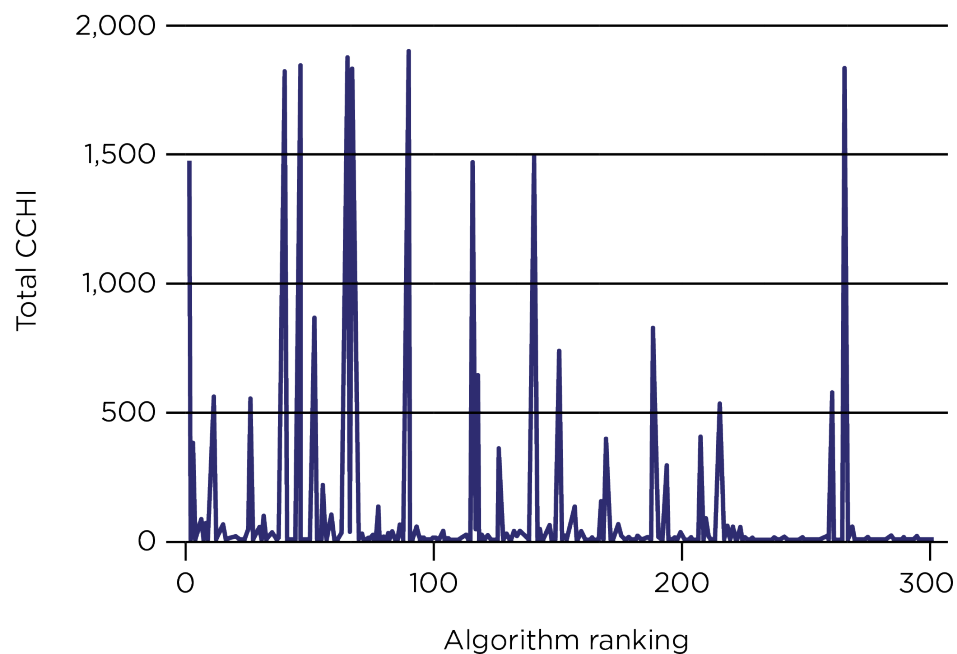
¹⁸ It should be noted that while these are high-harm offenders (as identified by the algorithm based on offences already committed), many of them do not commit any crimes that are recorded within the next 12 months from when they have been ranked, which automatically gets a CCHI score of 0 for that period.

¹⁹ Data to test the algorithm further was not available to the researchers at the time of the evaluation.

Figure 6: The September 2016 sample CCHI scores plotted against their algorithm ranking

Top 300 offenders – September 2016

Harm by algorithm rank



To consider how the ranking of the algorithm changes over time, the offenders in the September 2016 were analysed to see how many of them remained in the Top 30, 50, 100 and 300 for the two-and-a-half-year period for which data was provided. Table 6 demonstrates that the Top 100 offenders in March 2017 contained 90% of the original Top 100 in September 2016, and this fell to 73% by September 2018. These figures are similar for the Top 30, 50 and 300, and demonstrates the relative stability of the algorithm scores over time.

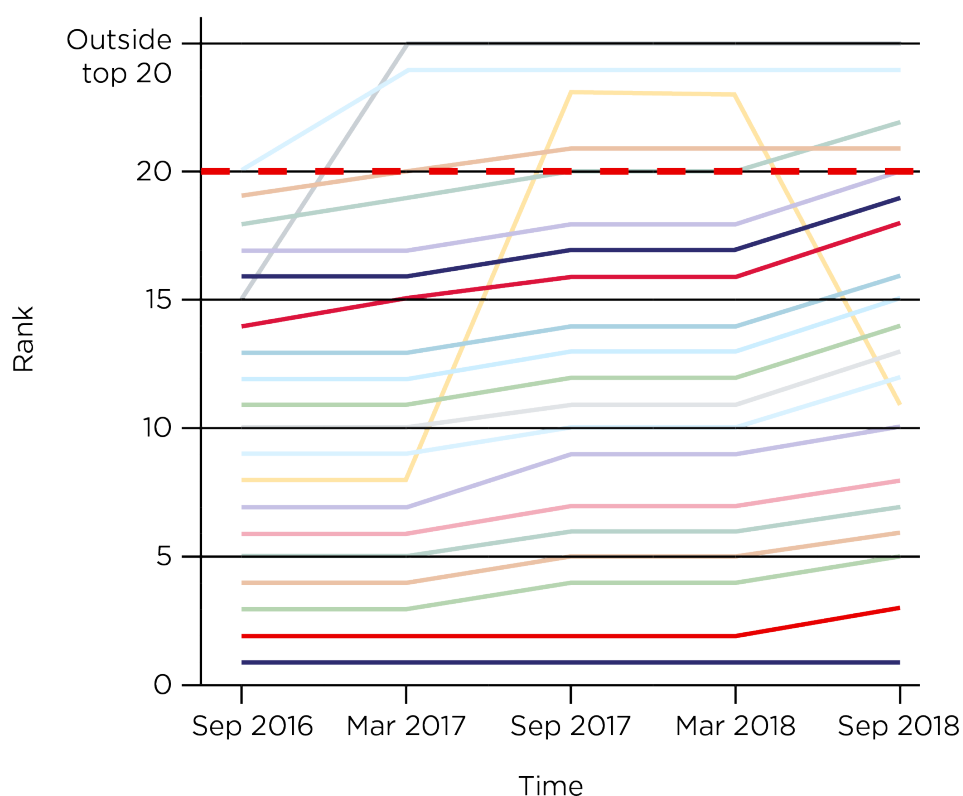
Table 6: The changes in algorithm ranking over time

	Baseline		Time 1		Time 2		Time 3		Time 4	
	Sept 2016		March 2017		Sept 2017		March 2018		Sept 2018	
	No. in Sept 2016	% in Sept 2016	No. in Sept 2016	% in Sept 2016	No. in Sept 2016	% in Sept 2016	No. in Sept 2016	% in Sept 2016	No. in Sept 2016	% in Sept 2016
Top 30	30	100%	28	93%	25	83%	25	83%	24	80%
Top 50	50	100%	44	88%	39	78%	39	78%	37	74%
Top 100	100	100%	90	90%	83	83%	79	79%	73	73%
Top 300	300	100%	272	91%	253	84%	245	82%	232	77%

The changes in algorithm ranking were further assessed by tracking the trajectory of the Top 20 offenders over the same time period. Figure 7 demonstrates that the Top 20 offenders remain at a relatively stable position on the algorithm rank over time, and only a few fall out of the Top 20 (as demonstrated by them crossing the red dashed line on Figure 7).

Figure 7: The movement of the Top 20 offenders from September 2016 to September 2018

Top 20 – rankings over time



3.3.3.2. The external referral process

The second route through which new cases can be referred into the HHPU is through other police unit and external agency referral. Several interviewees mentioned that this referral process was quite difficult to navigate and that partner agencies weren't always clear on the types of offenders who they could bring to the meeting for discussion:

'I think the general consensus when they come back from those meetings is that I'm not sure...of actually the level of understanding from SIU that is then referring people in. They either refer people that they shouldn't or being managed by someone else or...I'm not sure of the level of understanding there, them going, "Oh, well, I think they hit the criteria – let's

just see what...see what happens.” I don’t...I don’t know whether it’s fully...fully understood.’ (P9)

There also seemed to be some confusion as to which units and agencies were allowed to refer in cases in the first place:

‘I don’t know if the Neighbourhood officers or whatever – not [Neighbourhood] but the sort of response teams, I don’t know if they... .. They should but do they know? I don’t know that they know what the process is.’ (P11)

It was suggested that the hesitancy over referring cases might be due to not wanting to bring something to the HHPU meeting that wasn’t suitable for HHPU management, and that having a point of contact in the HHPU who could screen cases before the meeting may be helpful:

‘If they have somebody that they think, again, having that person to review it before it comes to the table, that might make people a little bit more, you know, aware of it, and think, “Oh well, I could refer in, but they wouldn’t discuss it unless they thought it was worthy.”’ (P11)

Initial screening was trialled in the HHPU, but was found to be too labour-intensive for HHPU staff. A viable alternative, suggested by several interviewees, may be to create some clearer guidelines on who can be referred to the unit. HHPU staff have reported difficulties in defining what their cohort encompasses:

‘We’ve discussed criteria for being adopted to the HHPU, and we’ve agreed that we can’t really have one because they’re all so different.’ (P2)

Such guidelines could encourage partner agency referrals without placing undue onus on the HHPU team to screen cases, and may become easier to articulate if more explicit terms of reference for the unit are also produced. It may also save time in the meeting because less suitable cases will effectively be screened out through the use of clearer guidelines:

‘So, they can almost triage within their own department, say, “Do you know what, the HHPU won’t take that because we’ve actually got no conditions for them to police.”’ (P4)

Interviewees felt that these referral guidelines could include, for instance, a clear consideration of where the HHPU can add value, in terms of taking the offender on for management:

‘If people can explain where we’ll add the value, then it’s a much easier conversation, but when they can’t, and we can say, “Well, these are the things we’d like to do, but you don’t have any of those, so that’s why we’re not, but come back to us when you’ve got X, Y and Z.”’ (P4)

While it was beyond the scope of this evaluation to evaluate the use of professional judgement and specific decision-making processes to decide whether cases are adopted onto the HHPU cohort, this is something that requires attention to determine whether the appropriate decisions are being made. It was recognised that the referral process is, in itself, a work in progress:

‘It’s very much developed over the two years, so, erm, and the structure of the referral process, but it’s still not...we’re still...it’s still not quite there.’ (P11)

It is likely that the referral process will develop further. Professional judgement and decision-making about the inclusion of offenders is explored further in the discussion section.

3.3.4. Were staff retained?

The merger came with the loss of two members of staff, the first:

‘Because they just didn’t want to work with sex offenders, and that’s...completely understandable. And then the second person who stayed for the duration of the pilot [and then] left, and it wasn’t to do with the working with the sex offenders, it was the administration behind it.’ (P4)

Both of these staff members were IOM offender managers, so it is important to highlight that any future HHPU setups may come with certain losses of personnel.

These posts, however, were filled by new team members, suggesting that there is not a shortage of people prepared to conduct the new, HHPU style of offender management.

3.3.5. Were the terms of reference clear?

The reasons for the change in offender management, with emphasis on targeting high-harm perpetrators, was recognised by interviewees, particularly those wanting to target offenders committing DA offences earlier on:

‘It’s for those perpetrators that are not open to anybody else. So, to be open to Probation, you obviously have to have a conviction...or they’re released early from prison and they’re on licence, so...otherwise, Probation aren’t involved. And ViSOR are not involved because it wasn’t a...you know...It’s those ones that have not got convictions but are continually abusing their partners – they’re the ones that we need to get.’ (P11)

The other rationale for targeting high-harm perpetrators in one comprehensive unit was to create omnicompetent offender managers capable of managing different offenders, regardless of the crime type committed, and able to implement both disruptive and rehabilitative tactics to intervene with offenders. Feedback from interviewees suggests that this seems to have been implemented successfully:

‘Yeah, I’ve never been more certain of the fact that it is...it is a success...We’ve got greater experience levels across the types of offenders.’ (P6)

‘I’m more aware, if you like, of more DV issues because of the HHPU.’ (P8)

Conversely, some of the offender managers felt that clearer terms of reference would be useful in terms of understanding the HHPU’s goals:

‘I suppose just getting a little bit more...like you say, with the guidelines and stuff, I think that would probably be a little bit more helpful...I suppose information about...about that, and what we’re looking for and what our ultimate aim is.’ (P9)

It was suggested that perhaps having a stronger break away from the principles of the old offender manager units would have been helpful:

‘I think maybe just a massive clean sheet and then saying, right, this is what’s expected of you, and, I don’t know, handouts or files or whatever it is, just having it from a, “Right, you need to do this, this and this...” ...This is... what we are aiming towards, this is why we’re doing this.” ... I think that there’s potentially a little bit of an assumption that people knew maybe a little bit more than they did, but they didn’t, if you see what I mean!’ (P9)

This links back to some of the issues with merging the cohorts, in particular the use of terminology, noted above, and highlights that there may have been some assumptions made as to the knowledge base of each of the offender management teams held. It may be that a more explicit view of offender management as a whole, as well as what would be expected of an HHPU offender manager, may have been useful for offender managers to have had in advance. There was some indication that, at the outset of the project, the terms of reference as to the project’s goals could have been more clearly outlined for general consumption:

‘If we had that, you’ve done your pilot [...] agree it, best practice, these are your terms of reference, all signed off, deliver it, push it out – that’s what we should have done and we didn’t.’ (P6)

This is particularly relevant as the HHPU included the creation of a multi-agency partnership and meeting:

‘And when you start talking about external agencies, there needs to be a project plan. There needs to be something written down.’ (P6)

3.3.6. Is the multi-agency aspect of the HHPU working effectively?

3.3.6.1. Buy-in and engagement from other police units and external agencies

Generally speaking, the buy-in from other agencies was felt by interviewees to have been very good:

‘I mean, em, definitely, Probation have been very proactive...generally, you know, we’ve had people coming and it’s been good.’ (P3)

Engagement was felt to have facilitated the multi-agency nature of the HHPU, which, in turn, was thought to have led to more effective offender management:

‘I think that...we help to knit things together I think. I think all of the other agencies are overworked, under-staffed, erm, and it...I think it helps. I mean, we’re preventing harm to children, we’re preventing harm to people in relationships, and I think it never does any harm to have everybody talking because there’s always a bit of information that somebody doesn’t know, that you can provide, always something, or something that someone’s forgotten to tell you, so I do think it’s useful, definitely.’ (P10)

One of the main reasons for this engagement with the HHPU process was cited as being the importance of focusing on the offender, rather than the victim:

‘The common denominator which is controlling and driving all of this crime is the perpetrator, and if you can go to a monthly meeting and say, “We’re really worried about so-and-so – what can you do to help?” We’re of course going to take on that person, because of the way that it’s been presented, and actually they can then, you know, go to their partnership meetings, their MARAC, and say, well, we’re a bit more reassured now because the HHPU are dealing with the perpetrator.’ (P4)

Interviewees reported other agencies appearing to be keen in cases where they were concerned about an offender to learn what the HHPU could provide in terms of assistance:

‘I think that, actually, with the perpetrator – because they [external agencies] don’t really have many powers with perpetrator, it might be, if it’s domestic violence, they’ll be looking at prohibitive steps or family orders, but, actually, it’s kind of...they’re taking some of the responsibility away from

themselves and saying [to] the police, “We’re worried about this person – what can you do to help solve the problem?”” (P4)

3.3.6.2. The benefits of multi-agency working

Several aspects of how the multi-agency working has been implemented were highlighted by interviewees as useful. Relationships between the HHPU partners ‘seemed very good’ (P1), and it was noted that the benefits of this multi-agency approach included the networking that was facilitated and the fact that agencies were able to communicate in person:

‘It’s also networking – you’ve now got a name, you’ve got a face to a name...because, everyone knows, you get an email, and you’re thinking that’s quite curt in the way it’s been written...but once you’ve met – I like meeting people because then, if I speak to somebody on the phone, it just makes it so much easier getting what you want, and vice versa.’ (P7)

It was also suggested that meeting face-to-face would increase everyone’s accountability in terms of completing relevant actions:

‘The meeting should encourage each agency to do their bit.’
(P4)

Further, having single points of contact was also deemed particularly useful in terms of effective working:

‘So, what’s been really good is, at the meeting, we’ll name points of contact...so, you should know, once we leave here and the minutes are typed up and [name] allocates the offender, who you need to contact for each department.’ (P4).

Importantly, it was stressed that having several agencies discussing the same case meant that the available knowledge was increased and that, as a consequence, more informed decisions could be made:

‘It feels...with Children’s Services and Probation and everybody being in the same room, it’s really handy because they bring a different, erm, viewpoint to it all...and sometimes information that perhaps they don’t know and we don’t know. You know, we

can share information more, erm, which hopefully will safeguard the victims and help us to deal with the...the perpetrators.' (P3)

As well as making decisions that were more informed, interviewees felt that working together enabled decisions to be made in a timelier manner:

'You're making informed decisions then, aren't you? Rather than just...not having that agency there, and making the decision and then going back to them...when, potentially, it's too late, if you've made the wrong decision.' (P1)

Overall, the multi-agency nature of the HHPU was felt to have contributed to more effective offender management:

'And particularly when you get – even just the police, the different areas of policing in the room, it's amazing how much...how much more you can get done in a, erm, a positive way, you know, and how much...how much more positive input there is.' (P3)

3.3.6.3. The HHPU multi-agency meeting

The benefits of multi-agency offender management were highlighted during the interviews, and this manner of working was facilitated by the multi-agency meeting that was held every month. In particular, participants highlighted how well run this meeting was, which contributes to the efficacy of multi-agency working:

'It's a perfect meeting...the meeting was slick. It followed...the kind of process. It was ordered. It was structured, and it just did what it was meant to do and then we finished...Yeah, and rather than going through every...every single word on this document, it kind of did exactly what you would expect, that people should know the jobs and say, "Right, what about this – does everyone agree?" "Yes", rather than reading out reams and reams of paperwork, which we don't need to be doing.' (P12)

One aspect of the meeting that was highlighted as particularly important was the regular attendance of all agencies. It was acknowledged that there might be some reticence to attend such a meeting, and that some agencies did not often attend:

‘You can understand why they don’t want to go, because it’s a lot of time out of their day, but, as I say, they need extra resources to put in so that everyone can work better, because, otherwise, what’s in an email? You read it. It still doesn’t beat sort of human interaction and speaking to somebody.’ (P7)

‘When you want the mental health person there, they never seem to be at a meeting. I know they’re stretched.’ (P7)

It was suggested, however, that attendance by the agencies had improved, which may indicate the value that these agencies see in contributing to this multi-agency style of working:

‘I think the attendance has improved more recently, to be honest. At the beginning, it was just very [few] people coming, but now, I think, most weeks, someone will be there from the relevant teams.’ (P14)

This attendance may have further been encouraged by the changes made to the meetings, which were made based on the evaluation of its remit and function by the DI leading the meetings. This includes changing the parameters of the meeting from using it to discuss both new and existing cases, to using the meeting to discuss new referrals only (rather than the progress of existing offenders already being managed as well). This, again, is evidence of a pragmatic and flexible approach to the setting up of the unit, which has the potential to facilitate its sustainability. Similarly, the issue of updates not being brought quickly enough to the meetings has already been taken on board by the HHPU management, who (as noted above) now host the HHPU meeting once a month to allow partners more time to complete all actions. One of the other issues raised here was attendees not bringing relevant information to the meetings:

‘You’re not able to make any decisions because you haven’t got all the information.’ (P1)

This is likely to be remedied by the decreased number of meetings, and it was also highlighted (as above) that this level of multi-agency working – where single points of contact attend a regular meeting – makes everyone more accountable, and more likely that each person will complete actions for which they are responsible. The

meeting running smoothly and actions being completed seem, at present, to be points to monitor to ensure the effective working of the HHPU, given that steps have already been taken to address these potential problems. Further, there was some debate as to who had the responsibility for various actions:

‘It depends whether you think monitoring someone’s bail is the responsibility of the officer, or does it also fall within the offender management?’ (P1)

Actions may benefit from being clarified in order to ensure the multi-agency working of the HHPU is conducted efficiently.

3.3.7. Has the management team been effective and supportive?

There was general praise for the management in terms of how they have set up and run the HHPU:

‘I haven’t found anyone that sort of...even up to superintendent level, that hasn’t...if you want to speak to them, [they always seem to have] time for you, and sort of listen, which is great.’ (P7)

‘[Interviewer: “It’s been my impression that they’ve tried to get everything in place quite efficiently.”] Yeah, I mean, and they have. ... They really have...They’ve changed the unit. Now, it’s high-harm.’ (P11)

In particular, there was especial praise for the DI that was brought into the project a couple of months after the creation of the HHPU model;

‘We needed some consistency, erm, and we needed someone that knew...the dream and was able to, you know, bring that dream to fruition, erm, because as consistent as [name] or as I have been throughout – we’ve been here from day one, effectively, [name] came in a couple of months afterwards but, as far as I’m concerned, she’s been from day one – you know, the consistency only really came from when [name] arrived, you know. So, it then settled and [name] had a clear vision, you

know, whereas before, we'd not had a clouded vision but I think we just hadn't been proactive enough in saying this is what we're doing and we're not changing now – this is where we're going.' (P6)

In fact, several of the HHPU's DI traits were highlighted as being integral to the HHPU's successful implementation, including:

- clarity of vision and objectives for the HHPU
- consistency of approach in terms of how the HHPU was going to be run
- a sense of how to evaluate the pilot, including an awareness of tracking successes and whether the objectives were met
- efficiency
- listening skills
- effective running of the monthly meeting (in terms of keeping to time and establishing actions and responsibilities)

The fact that the management style of the HHPU's DI was highlighted as being effective compared to previous management is important, in terms of both the success of the switch to the HHPU and its continued operation.

One specific aspect of the successful management style in the HHPU was the collaborative approach taken by management to running the HHPU. This collaborative approach extended to drawing on the experience of less senior, but more experienced members of the team as to what constituted a management workload for the offender managers:

'And [name] and [name] are quite good because, when I first started, sometimes I didn't recognise, sort of...in terms of what their roles were within the team. So, when we first started, and people were professionally referring in, they were emailing us, and I was asking [name] and [name] to do the research, and then they came to me and just said, "It's just not tenable that we can do this amount of research."' (P4)

The fact that the management staff were receptive to sharing their respective experiences (and, as noted above, to share in what was being asked of offender

managers in terms of sharing offender cohorts), is something that has likely assisted in the process:

‘I think probably, over the last six to 10 months, it’s definitely tightened up and we’re definitely moving in the right direction, and I think a lot of that comes from [name] and I getting on the same page, her understanding my role, me understanding her role, me being trained in her role – like I say, she can’t be trained in IOM because there’s no course, but she’s now got an omnicompetent team, I’ve got an omnicompetent team. We’ve taken each other’s officers as well.’ (P5)

What is also important to note is how the HHPU management team have been receptive to modifications to the pilot, as demonstrated by the changes to co-location practice noted above, and in the change in frequency of the HHPU meeting. These reflective comments indicate a willingness to adapt the HHPU to the growing and changing demands of the cohort and the partner agencies, which could be better represented in future evaluations after a greater passage of time. In line with this reflective attitude, one thing that was suggested as important for future HHPU management teams to consider is the tracking and monitoring of success, which one interviewee felt could have been better measured during this pilot:

‘The other thing that I would add would be about just tracking – and we’re sort of dealing with it now as part of the review, but actually tracking what your successes are, and whether or not you met your objectives, because...and that’s one of the reasons why we applied to the College of Policing, because we hadn’t really achieved that. We obviously had the [CCHI] which we can measure, which [name] measures, but actually what our successes are and actually, you know, perhaps, you know, we could have actually debriefed, or we still could, is debrief some of our perpetrators in terms of what was the impact or the benefit for you, em, to actually make sure that what we’re achieving is benefiting people – not just benefiting our own capacity, but benefiting the perpetrators.’ (P4).

This is an important point for other police forces to consider when implementing an HHPU, as well as the points about communications and setting terms of reference as outlined above. Forces could themselves consider how their successes would be measured from the outset of a new pilot, to ensure that there were measures in place for monitoring progress.

4. Discussion

4.1. Has the HHPU been a success?

There are a number of ways in which success was measured in this evaluation. Broadly speaking, this HHPU has achieved many of its goals. The shift to focusing on high-harm perpetrators has been achieved, the unit's capacity has been increased, and more cases have been taken on by the unit as a result. This includes identifying offenders for management earlier. The multi-agency approach to offender management has worked well, with good engagement seen from the HHPU, other police units and external agencies involved, with many commenting that the unit fills an important gap in current service. Several of the offender managers have been on additional training courses and, while the move towards offender managers becoming completely omniscient is still a work in progress, they do report learning from their peers and feeling more upskilled. Unplanned benefits of the HHPU setup were also reported, including more proactive and novel ways of working, the increased resilience of HHPU staff, and the increase in other police unit capacity because of the setup of a dedicated offender management unit for all types of offenders.

A crucial aspect of this evaluation was to look at the manner in which the HHPU was implemented in Surrey Police's North division. There were several aspects of the implementation that facilitated the setup of the HHPU. The move towards a single unit of offender management was facilitated by merging the cohorts, the co-location of the teams, the deliberate amalgamation of the workloads, asking different members of staff to work together, and the implementation of a morning briefing meeting. There were some aspects of the implementation that could have been improved. The use of terminology could be more clearly defined, as could how statutory or existing aspects of management is integrated into offender managers'

roles. The efficacy with which new, high-harm perpetrators are defined by the algorithm and the external referral process requires further evaluation to ensure that the most appropriate cases are identified and that no cases are missed. Most of the issues around implementation could have been mitigated by employing clearer terms of reference that were better communicated. It is worth mentioning here that a great deal of more informal, internal evaluation work seems to have taken place during the implementation of this HHPU. This, along with a good management team, has assisted with keeping the project on track and making it a success.

4.2. The amalgamation of different management approaches

The manner in which the IOM and ViSOR units were described often suggested that the IOM approach is much more rehabilitative, while the ViSOR approach is much more disruptive. When looking at the different types of interventions used now, however, this would suggest that offender managers are able to adapt their approach (from rehabilitative to disruptive) based on the individual offender.

4.2.1. New multi-agency working with offender focus

The shift towards a multi-agency approach to offender management is important, as it had been identified as a gap in service. This would suggest that, where HHPU units do not exist, the management of different types of offenders – particularly DA offenders – is being undertaken on an unofficial basis by other units that would benefit from the formal support of an HHPU. There was, in general terms, a high level of positivity about the multi-agency meeting and the engagement required to manage offenders in this manner, suggesting that external agencies are willing to invest the time and effort to ensure this aspect of the HHPU's success. Indeed, other police units pointed out that their capacity had been increased because of the creation of the HHPU (and thus, they did not have to try and informally manage offenders), despite having to invest time in the referral process and attending meetings.

The multi-agency approach to offender management was cited as being similar in principle to MARAC. Interviewees who were involved with MARAC highlighted how important it was for offenders specifically to be targeted, so that victim safety is not

contingent solely on effective victim safeguarding. It was also cited as an opportunity to think creatively about complex situations, something that was facilitated by having single points of contact and face-to-face meetings. This level of consistency and accountability was highlighted as a positive aspect of this process.

4.3. Is the HHPU in Surrey Police's North division sustainable?

The HHPU has increased its sustainability in the immediate future by increasing the offender managers' capacity. Other factors also speak to the sustainability of the HHPU, such as the ability to conduct more proactive management work with offenders, reportedly high staff resilience, and new offenders being able to be adopted onto the cohort according to the principles of threat, harm, and risk (and not capacity).

It is worth noting here that participants stated that two of the original IOM offender managers resigned because they did not want to work with sex offenders (one before and one after the creation of the HHPU). These offender managers have been replaced, suggesting that the HHPU is a viable model in terms of its successful recruitment of staff into the role. It is also worth noting that there was complete acceptance that some offender managers would not want to work with sex offenders, and these two offender managers were assisted in finding an alternative role within Surrey Police. There are also plans for two more members of staff to join the unit, perhaps pertaining to the current 8% yearly increase in ViSOR offenders that the unit are required to manage.

4.4. Is the HHPU model replicable?

This evaluation is timely, given that Surrey Police have been told that around 80% of police forces want to merge their IOM and ViSOR units, and that there has been considerable interest in the HHPU model. This evaluation provides some insight into whether the HHPU model, as it has been implemented in Surrey Police North division, is replicable. Some 'best practice' guidelines have been developed from observations of both the interviewees and the evaluation team, for any other police forces looking to move to an HHPU style of offender management (see Appendix E).

Where possible, it has also been noted through the report how the other Surrey divisions' HHPU setups have differed from that in the North division, although further research would be required to fully assess the implementation of HHPUs in the other Surrey divisions. The internal evaluation conducted by North division's management team throughout their HHPU's setup is a laudable practice, which is highly recommended to ensure that other HHPU setups have the opportunity to adapt to any differences according to the nuances that exist between (and within) police forces.

4.5. Considerations for implementation

As noted above, there are several successes of this HHPU's implementation. In terms of where this evaluation has found areas for improvement, a set of recommendations have been established that are specific to North Surrey's HHPU.

- Consider formalising their mission statement and terms of reference, including the definition of harm and risk as this HHPU defines them, and the use of more appropriate terminology. This could include using terms that are not related to previous forms of offender management, for example, using 'rehabilitative' instead of 'IOM' approach, as using IOM and ViSOR terminology may serve to hinder a move to using different types of management techniques with different types of offenders.
- Write more explicit guidance on the external referral process.
- Develop training materials for the more holistic approach to offender management that the unit is taking. Having 'away days' where complex cases are discussed could also be considered, as could the circulation of 'success stories'.
- Develop training materials specific to the management of offenders where there are no statutory obligations for offenders to engage, particularly perpetrators of domestic abuse, considering the existing research in this area.
- Continue to invest in the HHPU to ensure that offender manager workloads are manageable, meaning that they are able to continue to practise proactive and novel approaches to offender management, and to ensure that their welfare is protected.

- Ensure that succession planning is in place for all management, particularly the DI, who has been an integral part of the HHPU setup.

4.6. Future work

There are several key areas that would benefit from future work, to ensure that the HHPU model is as successful as possible.

4.6.1. Monitoring harm and assessing intervention use

The North Surrey division should continue to monitor the harm caused by offenders in the area, to monitor any decrease seen with the offenders they manage. Work to understand the impact of the more proactive and novel working on the reduction in harm caused by offenders would be valuable. Looking in more detail at when different types of interventions are used could also lead to identifying more effective means of managing offenders, as well as assessing where the gaps in service provision are in the area.

Further research in this area would need to consider the types of interventions different offender managers are using (ie, whether those that come from IOM or ViSOR backgrounds prefer to use certain types of interventions). It would also need to consider whether this knowledge exchange and commencement of flexible and holistic working happened after the HHPU was created. It seems from the interviews that this was the case, although the intervention use in the historic IOM and ViSOR units would need to be compared to the work that offender managers are currently doing in order to verify this empirically.

4.6.2. Assessing the decision-making process for adopting offenders onto the HHPU cohort

An important area of future work for the HHPU is assessing the professional judgement and decision-making used to determine whether potential offenders are adopted onto the HHPU cohort. This work could be done in the following steps.

- Document review the meeting notes (compiled each week by the IOM coordinator) to make a list of the cases that are brought for consideration, both by the algorithm and through external agency or other police unit referral.

- Document review the minutes of the meetings taken to assess the reasons why cases were or were not taken on. Discussion may need to be had with the IOM coordinator to ensure that these are recorded in detail.
- Assess where on the algorithm any external referral cases sit, in order to see whether this is influencing whether or not they are taken on (ie, that professional attendees are using professional judgement to identify and refuse lower-risk and lower-harm cases).
- Take a selection of cases to an independent panel of experts, to assess whether they agree with the decisions taken (for example, whether certain engagement would or would not be feasible or useful).
- Simultaneously obtain minutes of meetings to assess attendance, in order to see whether this is a factor in not being able to make a decision in cases. The same could also be said of interventions not being available, for example, someone not being taken on because they need literacy support that is not available in the area.
- Likewise, see if cases not being prepared thoroughly enough by the referring agent means that decisions are deferred. Monitoring this would make the case more strongly for clear referral guidelines (where possible).

Through this work, the trade-off between management need and capacity could be monitored as the HHPU's cohort continues to grow.

5. Conclusion

The HHPU had a number of aims to achieve simultaneously, both in terms of the types of offenders it targeted for management and the manner in which this was carried out. Largely, these aims have been met. Although it is too early to tell whether significant reductions in harm will have been made by this model, more offenders are now being managed through the use of multiple types of interventions.

In terms of Surrey's HHPU, focus should be placed on ensuring that the new methods for identifying potential offenders for management – the referral process and the algorithm – are fit for purpose to ensure that the highest-harm offenders are being managed, and that no offenders are being missed. It should also consider

evaluating the reasons why cases are, or are not, taken on for offender management.

In terms of the HHPU setup more generally, the multi-agency aspect of this offender management unit has been widely well-received, being identified as filling a much-needed gap in service. Properly integrating the IOM and ViSOR teams was also found to be an integral aspect of the HHPU's success. Both of these factors are deemed to be crucial in the forming of any new HHPU in other police forces.

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Appendix A: Current HHPU attendees

From inside Surrey Police:

- the inspectors of the North Surrey Neighbourhood Teams
- the sergeants and the inspector of the North Surrey HHPU
- a representative of the ASB team
- the North Surrey SIU Inspector

From outside the force:

- the North Surrey MARAC coordinator
- a representative of the National Probation Service
- a representative of the Community Rehabilitation Company (CRC)
- a representative of Children's Services
- a representative of i-access Drug and Alcohol Service
- representatives of the North Surrey Domestic Abuse Service

In addition, other individuals may attend if they have any input or have referred a subject to the HHPU.

Appendix B: Participant documents

Unique identification number:

HHPU: EVALUATING SURREY POLICE FORCE'S HIGH HARM PERPETRATOR UNIT

INTERVIEW CONSENT FORM

Please tick each box if you consent to the statement next to it.

1. I confirm that I have read and understood the information sheet for the HHPU study, and I have had the opportunity to consider the information and ask questions, and have had these answered satisfactorily.	<input type="checkbox"/>
2. I consent to the interview being audio recorded, and understand that it will be transcribed by a third-party professional transcriber who has signed a confidentiality agreement with the University of Birmingham.	<input type="checkbox"/>
3. I understand that my participation is entirely voluntary, and that I may withdraw at any time during the data collection, and then up to two weeks after data collection has finished, with no explanation or repercussions.	<input type="checkbox"/>
4. I understand that my data will be confidential and that no identifiable details will be used, in analysis or in any written paper.	<input type="checkbox"/>
5. I am aware that this consent form will be kept separate from any data to maintain confidentiality.	<input type="checkbox"/>
6. I understand that all information collected during the study will be stored and sent in accordance with what is outlined on the information sheet.	<input type="checkbox"/>
7. I understand that any information given by me may be used in the research team's future reports, articles, or presentations but that my name will not appear. I am happy for anonymised quotations from my interview to be included in write-ups of the research results.	<input type="checkbox"/>
8. I consent to take part in an interview with a researcher from the University of Birmingham.	<input type="checkbox"/>

Name of Participant

Date

Signature

Researcher

Date

Signature

Once you have signed this form, please scan and send it electronically to Dr. Karl Davies (K.A.W.Davies@bham.ac.uk). She will send you back a copy that she has also signed for your records, and which will detail your unique identification number which you can use to contact the researchers anonymously.

HHPU: EVALUATING SURREY POLICE FORCE'S HIGH HARM PERPETRATOR UNIT

PARTICIPANT INFORMATION LEAFLET

You are being invited to take part in a research study evaluating Surrey Police force's High Harm Perpetrator Unit. Please read this information leaflet carefully before deciding whether you wish to take part in the study. This leaflet contains information about why the study is being conducted, and what your participation in it would involve.

AIM AND PURPOSE OF THE STUDY

This study aims to examine the effectiveness of the algorithm used to identify and prioritise high harm offenders for management. Moreover, this research strives to understand the impact of interventions actioned for perpetrators being managed by the HHPU, and how the type of intervention might be related to reducing reoffending. The overall goal is to help effectively intervene with these offenders, reducing reoffending, safeguarding potential victims and creating value for money.

WHO IS INVOLVED IN ORGANISING THIS RESEARCH?

This research study was commissioned by the College of Policing and is conducted by researchers at the University of Birmingham; the Principal Investigator is Dr. Kari Davies.

WHAT WILL THE STUDY INVOLVE?

Once you have asked questions you would like to raise and have had these answered satisfactorily, and decided that you would like to participate, you will be asked to sign a consent form. This is needed to take part in the study. You will then be invited to take part in a one-to-one interview with a member of the research team involved in the evaluation at a time convenient to you. It is likely that this will take around one hour. You can stop the interview at any time without giving a reason. The researcher will have a list of possible questions to ask you, but they are only a guide. If you are asked a question that you do not want to answer, please say so and the interviewer will move on to the next question. We would like to discuss any aspects of the HHPU that you feel are important to highlight to the researcher.

When the interview is finished it will be anonymised and saved with no identifying information to ensure that what you say is confidential and not traceable back to you. It is likely that quotations from your interview will be included in write-ups from the research. If this happens, all quotations will be anonymous so that nothing you say can be traced back to you.

CONSENT: DO I NEED TO TAKE PART?

It is up to you to decide whether or not to take part. If you do decide to take part, you will be given this information sheet to keep and be asked to sign a consent form. If you decide to take part, you are still free to withdraw at any time and without giving a reason up to two weeks after the interview takes place. If you do decide to take part you can pull out of the interview at any time, and you can ask to skip questions if you don't want to answer them.

WITHDRAWAL: WHAT IF I WANT TO LEAVE THE STUDY?

Even after consent has been granted, you can request to withdraw from the study and for your research data to be destroyed. If you start the interview and then decide to stop part way through, we will ensure that any information you have provided us with will not be used in the evaluation. You can also withdraw certain statements or sections if you would like to. If you later on decide you do not want us to use your data for any reason you can simply contact the Principal Investigator, Dr. Kari Davies (email: K.A.W.Davies@bham.ac.uk), up to two weeks after completing the interview and she will ensure your contributions are not included.

Withdrawing from the study will have no negative consequences for you. In order that you can withdraw your data anonymously, you will be provided with a unique identification number with which you can use to anonymously contact the researchers.

WHERE WILL DATA BE STORED?

For transcription purposes the interviews will be audio recorded (this will be done by a third-party professional transcriber). As soon as the audio files have been transcribed, they will be deleted. All information collected during the study will be confidential; any paper consent forms will be held in a locked filing cabinet at the University of Birmingham, and all electronic information (including electronic copies of consent forms and interview transcripts) will be held on University-issued encrypted laptops, encrypted USB sticks, and ~~ironkeys~~ ^{passwords}. Consent forms and data will be stored separately to ensure confidentiality. Only the researchers directly involved in this project will have access to the data, and any data sent via email (including to the transcriber) will be sent using secure CJSM accounts. No names or identifiable data will be published in any reports or shared with other organisations. Information will be treated as strictly confidential and handled in accordance with the Data Protection Laws.

ARE THERE ANY RISKS THAT INDIVIDUALS TAKING PART IN THE STUDY MIGHT FACE?

There is no known harm to you as a consequence of taking part in this study. Your responses will be kept confidential. The study is not being used to evaluate employee performance.

WHAT WILL HAPPEN TO THE RESULTS OF THE RESEARCH STUDY?

The results of this study will be used to inform the police about their policy on managing high harm perpetrators. In addition, it will form the basis of an academic study and will be used to write reports, academic articles, and inform presentations for conferences.

WHO HAS REVIEWED THIS STUDY?

The study has been reviewed and approved by the University of Birmingham STEM Ethics Committee.

WHAT IF THERE IS A PROBLEM?

If you have any issues, please contact the Principal Investigator, Dr. Kari Davies (K.A.W.Davies@bham.ac.uk). ~~If you cannot/do not want to do this~~, then you can contact Professor Jessica Woodhams (J.Woodhams@bham.ac.uk) who is overseeing the project.

THANK YOU FOR YOUR TIME

Appendix C: The HHPU interview schedule

LOT 4.2 INTERVIEW SCHEDULE

EVALUATING SURREY POLICE FORCE'S HIGH HARM PERPETRATOR UNIT

At the start of the interview thank the participant for agreeing to take part and check that they are still happy to go ahead with being recorded. Remind them that if they would like to take a break at any point or stop the interview, then that's okay. Inform the participant that if they are asked a question that they do not wish to answer, they should let me know and we will move on to the next question.

- ❖ Is there anything you would like to talk about or ask before we begin?

Interview – HHPU staff members

- ❖ In your own words, could you explain what the purpose of the HHPU is?
 - How was offender management structured before?
- ❖ Why do you think the force decided to implement the HHPU?
 - What's your view on this decision?
 - How has it affected capacity?
- ❖ Could you tell me what you understand 'high harm' and 'high risk' to mean?
- ❖ What is your job role and what does it entail?
 - What was your job role before the creation of the HHPU?
 - How has your role changed?
 - What do you think of this change?
- ❖ Did you undertake any training after the HHPU was created?
 - If so, what did you think of it?
 - If not, would you have liked some?
 - Do you think more training is required generally?
- ❖ How were offenders identified for management in your previous unit (either IOM or VISOR)?
- ❖ How are offenders identified for management now? (Make sure algorithm, referrals, useful manner all covered)
 - What are the major differences?
 - How effective are these processes?
 - How could they be improved?
 - What do you think of these changes (if any)?
- ❖ What is the difference between the types of offenders being managed by the HHPU, and before in the old units?
 - What do you think of this change (if any)?

- What offenders do you feel need to be targeted that aren't being currently?
- ❖ How has the use of interventions changed since the creation of the HHPU?
 - What types of interventions did you use before?
 - What types of interventions do you use now?
 - How has the process of managing offenders changed?
 - What do you think about the changes (if any)?
- ❖ Has the creation of the HHPU affected a) multi-agency working, and b) inter-police department collaboration?
 - If yes, how? What were these processes like before the HHPU?
 - Could this be improved, and if so, how?
- ❖ What is the purpose of the two-weekly HHPU meeting?
 - Is it useful?
- ❖ Overall, do you think the HHPU will work in other areas?
 - In other Surrey districts?
 - In other forces? (Make sure to include differences in geography and police culture)
- ❖ Can you think of any other improvements to offender management that you would like to see?

Interview – police staff/officers from other departments and staff from other CIS agencies

- ❖ What is your job role and what does it entail?
 - How has your role changed because of the creation of the HHPU?
 - What do you think of this change?
- ❖ Could you tell me what you understand 'high harm' and 'high risk' to mean?
- ❖ In your own words, could you explain what the purpose of the HHPU is?
 - How was offender management structured before?
- ❖ Why do you think the force decided to implement the HHPU?
 - What's your view on this decision?
 - How has it affected capacity?
- ❖ How has the creation of the HHPU affected your work?
- ❖ Has the creation of the HHPU affected a) multi-agency working, and b) inter-police department collaboration?
 - If yes, how? What were these processes like before the HHPU?
 - Could this be improved, and if so, how?
- ❖ What is the purpose of the two-weekly HHPU meeting?
 - Is it useful?
- ❖ Can you think of any other improvements to offender management that you would like to see?
- ❖ What is the difference between the types of offenders being managed by the HHPU, and before in the old units?
 - What do you think of this change (if any)?

- What offenders do you feel need to be targeted that aren't being currently?

Wrapping up the interview

- ❖ Is there anything else you would like to add?
- ❖ Do you have any feedback on the questions I have asked you?
- ❖ Do you have any questions for me?

If it's okay with you I would like to end the interview here, thank you so much for taking the time to speak to me. *Reconfirm consent at the end of the interview.*

Appendix D: HHPU offender manager job description

Surrey Police

Job Profile

Job Title: High Harm Perpetrator Unit

Grade: Constable

Reports to: Detective Sergeant – Public Protection, HHPU

YOUR PRIMARY ROLE IS THAT OF A POLICE OFFICER, THUS AT ANY TIME YOU MAY BE DEPLOYED IN ALTERNATIVE OPERATIONAL DUTIES DEPENDANT UPON OPERATIONAL NEED

1. Job Purpose

- 1.1. To make Surrey the safest county it can be. Particularly in the management of Registered Sex Offenders, Violent offenders managed under the Multi Agency Public Protection Arrangements (MAPPA), IOM identified nominals and other offenders identified through the HHPU referral process.
- 1.2. By Pursuing offenders to prevent and detect crime; protecting vulnerable people and Preventing crime and Disorder. In particular by working to prevent Registered Sex Offenders reoffending, breaching their Notification Requirements. Ensuring compliance of terms of their Orders – such as SHPOs (Sexual Harm Prevention Order) and SCPO's (Serious Crime Prevention Order), identifying day to day activities and early offending behaviours and working closely with partners across the spectrum including probation, housing and mental health.

2. Key Accountabilities

- 2.1. Using the IOM definition to identify suitable offenders and to work with them to address their offending behaviours.
- 2.2. To undertake assessments (IOM Matrix) and provide interventions (7 pathways) as appropriate in order to reduce offending.
- 2.3. To undertake a risk assessment of all Registered Sex Offenders (including potentially dangerous offenders) in order to professionally assess and monitor their current threat levels and to formulate an effective individual Risk Management Plan designed to mitigate identified risks.
- 2.4. To visit all newly registered sex offenders in their homes to confirm compliance with part 2 of the Sexual Offences Act 2003, to ensure that all the details are correct.
- 2.5. To maintain the VISOR database in respect of all offenders living on the cluster, and ensure NICHE has relevant up to date information.
- 2.6. To regularly visit and monitor registered sex offenders in order to assess whether the identified risk changes. This includes maintaining a good knowledge and understanding of technology used by offenders and monitoring where appropriate their online behaviour, by installing approved software to their devices.
- 2.7. To take proactive measures to ensure the risk posed by all Registered Sex Offenders and High Harm Perpetrators is appropriately identified and managed.
- 2.8. To proactively gather information and intelligence in relation to the offenders managed by the HHPU.
- 2.9. To work closely with and prepare individual reports to assist in the decision making of agencies including the CPS, Courts, Probation Service, Local Authority Housing Teams, Housing Providers, Drug Treatment Agencies and the Benefits Agency.

- 2.10. To advise colleagues within other policing teams of High Harm Offenders within the cluster's area and to formulate briefing slides and trigger plans where necessary.
- 2.11. To actively support and assist other officers in the Safeguarding Investigation Unit and Criminal Investigation Department as appropriate, including research of ViSOR and assist others to appropriately seek relevant Orders through the Force Solicitor and the Courts.
- 2.12. To work in partnership with other Responsible Authorities and Duty to Cooperate agencies involved in the MAPPA process to ensure all the risk posed by all categories of offenders are appropriately managed. To attend and provide input to Level2 and Level3 MAPPA meetings (with supervisors) and implement actions from these meetings.
- 2.13. To actively engage and participate in the IOM panel meetings.
- 2.14. To pursue and reinforce policies in relation to Equal Opportunities and diversity, promoting professional standards and Force values, intervening when necessary.

3. Knowledge, Skills and Experience

- 3.1. Sound knowledge of criminal law and procedure, in particular relating to sexual offences, and Part 2 of the Sex Offences Act 2003.
- 3.2. Good working knowledge of the Force policy on the management of Registered Sex Offenders, potentially dangerous offenders and high profile offenders. Demonstrable sound investigative experience in criminal investigation techniques, particularly in sensitive situations.
- 3.3. Good interpersonal skills in order to communicate at all levels.
- 3.4. To demonstrate tact and understanding and be able to discuss sensitive matters openly.
- 3.5. The ability to produce clear, accurate reports and correspondence including those for CPS, Court, probation service and other agencies involved in the management of offenders.

- 3.6. Is able to demonstrate an innovative, flexible and enthusiastic approach to a developing area of police work within the HHPU.
- 3.7. The ability to set priorities and manage time effectively, working with the minimum of supervision.
- 3.8. Recognition of strengths and weaknesses in oneself and the willingness to take on objectives aimed at personal development.
- 3.9. Good working knowledge of digital media, in particular the ability to operate devices, completion of Charter submissions and comprehension of DFT reports.

4. Job Requirements

- 4.1. Training in the offender risk assessment process.
- 4.2. Training in the use of technological risk management tools.
- 4.3. Working knowledge of other agencies' procedures operating in this field.

The post holder should note that some or all of the duties and responsibilities detailed in this Job Profile require compliance with nationally agreed operating rules for accessing PNC and other information systems.

PNC Code of Connections Volume 1 (version 2.1)

Data Protection Act 1998

Computer Misuse Act 1990

Official Secrets Act 1989

Appendix E: Best practice guidelines for implementing an HHPU

- To write a mission statement that explains the purpose of the HHPU.
- To establish terms of reference for the HHPU that include the following.
 - What is included in the unit as their definition of high-harm. It is recognised that Surrey have defined that as several particular crime types and use the CCHI to quantify harm, although this may differ in other forces.
 - An explicit referral process for other police units and external agencies, including types of offenders that can be referred in (or that anyone can be considered), and what would make them suitable for management.
- To develop a communication strategy to properly circulate the mission statement and terms of reference, both internally within the force and externally to relevant agencies.
- Develop internal training documents outlining the different types of interventions available to offender managers, including lists of available services in the area.
- To ensure that the teams are properly co-located.
- To ensure that internal boundaries in police forces do not hinder the fair distribution of workloads.
- To ensure the integration of different types of workloads and that new members of staff work with each other.
- Consider implementing a morning briefing meeting or similar to encourage staff cohesion.
- During the setup of the HHPU, to have regular meetings with prospective HHPU staff to inform them of the changes and the type of work they would be expected to take on (and to assist with relocation to other roles if offender managers are not comfortable with this). This should assist with the transition to the HHPU and ensure that new members of staff can be found in a timely manner if necessary.
- To set up single points of contact with each police unit and external agency who are responsible for liaising with the HHPU.

- To implement a monthly HHPU meeting to ensure that there is time for actions to be completed.
- To keep the HHPU meeting below two hours to ensure regular attendance. This may involve implementing the policy of discussing only new cases.
- To regularly test any new algorithm implemented to ensure its efficacy.

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We're the professional body for the police service in England and Wales.

Working together with everyone in policing, we share the skills and knowledge officers and staff need to prevent crime and keep people safe.

We set the standards in policing to build and preserve public trust and we help those in policing develop the expertise needed to meet the demands of today and prepare for the challenges of the future.

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