

**North Strathclyde Community  
Justice Authority**

**Multi Agency Public Protection  
Arrangements**

**Annual Report 2008/2009**

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## **Section 1: Introduction by MAPPA Management Group Chair**

I am delighted to introduce the second MAPPA Annual Report for 2008/09 to highlight some of our achievements over the past year and to outline work we will take forward over the next year.

The MAPPA Management Group, comprising senior representatives from local authorities, Scottish Prison Service, housing providers and NHS Greater Glasgow & Clyde and NHS Highland, has continued to meet six-monthly to monitor and evaluate the implementation of MAPPA.

Within the past year, we continued work on the Memorandum of Understanding for responsible authorities as well as contributing to the development of the West of Scotland Sex Offender and Information Sharing Protocol. These represent substantial achievements to ensure consistent and effective management of high risk offenders to enhance public protection. Within the North Strathclyde area we are developing this work further in the form of a common environmental scanning procedure to ensure all relevant agencies contribute to the identification of appropriate accommodation for offenders subject to MAPPA.

Mentally disordered offenders subject to Orders of Restriction have also been integrated to MAPPA, where NHS Greater Glasgow and Clyde and NHS Highland are responsible authorities.

Meanwhile, in recognition that public protection arrangements do not sit apart from established child and adult protection measures, agencies are continuing to develop clearer links between adult, child and public protection to ensure effective information sharing, joint working and improved understanding for staff.

The recently published multi-agency inspection of assessment and management of offenders who present a high risk of serious harm will inform the work for the MAPPA Management Group over the coming year to make preparation for the future inclusion of violent offenders within MAPPA.

In addition, ongoing development of effective performance management information from all agencies within the MAPPA process will assist with the management of limited resources available to manage high risk offenders – here the work of the MAPPA Working Group continues to be particularly important.

I hope that you find this report informative and helpful regarding how agencies across the North Strathclyde area have been working together to manage high risk offenders, as well as setting out our key objectives for 2009/10.

**Safaa Baxter**  
**Chair**  
**MAPPA Management Group (North Strathclyde)**

## **Section 2: NATIONAL PICTURE IN SCOTLAND**

### **What is MAPPA?**

- The Management of Offenders etc (Scotland) Act 2005 places a duty on the Police, Local Authorities, Prison Service and Health (the responsible authorities), to establish joint arrangements for the assessment and management of risk posed by certain offenders.
- The agreed structure to deliver these joint arrangements is the Multi Agency Public Protection Arrangements (MAPPA)
- The MAPPA has been developed for Scotland, based on identified best practice, and is designed to manage the risk posed by certain sexual and violent offenders.
- A number of other agencies are under a duty to co-operate with the responsible authorities within the MAPPA.

### **How does MAPPA work?**

- Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public. The arrangements are overseen by a local strategic group with representation from all the responsible authorities.
- In most cases, the offender will be managed under the ordinary arrangements applied by the agency with supervisory responsibility. A number of offenders, though, require active multi-agency management and their risk management plans will be agreed via MAPPA meetings.
- Every Community Justice Authority area in Scotland is supported by at least one MAPPA coordinator which is a senior post and has the responsibility of negotiating with senior managers in the responsible authorities to ensure the correct decisions and referrals are being made. They also have quality assurance duties amongst many other critical functions within the process.

## **Which offenders are included within MAPPA?**

- In Scotland the implementation of the MAPPA arrangements have been phased. During the first year, registered sex offenders were included and this second year saw the inclusion of restricted patients.

## **National Developments**

- National oversight of MAPPA is through the Tripartite Group which is chaired by the Scottish Government and has representation from all the responsible authorities.
- Work is ongoing to agree the operational detail of including violent and other dangerous offenders although it should be noted that such people are already managed by the responsible authorities within their existing individual statutory responsibilities.
- The revision of the MAPPA guidance is in progress and will include additional information on critical incident review, quality assurance and strategic governance.
- Linked to the National Accommodation Strategy for Sex Offenders, each area now has Sex Offender Liaison Officers for housing. These posts will engage with MAPPA and will enhance existing information sharing processes.

## **FURTHER INFORMATION**

- Public information leaflets and further detailed information about MAPPA and related matters can be found on the Scottish Government website

<http://www.scotland.gov.uk/Topics/Justice/public-safety/offender-management/protection>

## **Section 3: Area Summary**

### **Multi Agency Public Protection Arrangements within North Strathclyde**

#### **Background to the CJA**

Eight Community Justice Authorities were established across Scotland in April 2006 by the Management of Offenders (Scotland) Act 2005 for the purpose of reducing re-offending, improving the management of offenders and making our communities safer.

North Strathclyde Community Justice Authority (NSCJA) covers the local authority areas of Argyll and Bute, East Dunbartonshire, East Renfrewshire, Inverclyde, Renfrewshire and West Dunbartonshire. Each CJA employs a Chief Officer who reports to a CJA Board comprising councillors from the constituent local authorities. The Chief Officers role is to improve quality and consistency of offender services and to promote an integrated approach between Local Authorities, The Scottish Prison Service and other key partners including the Police, Health and voluntary sector.

#### **Demographic Information**

NSCJA encompasses a large and diverse geographical area of 7,678 square kilometres, approximately 10% of the total area of Scotland and is comprised of urban, rural and island communities. The population estimates for Scotland compiled by the Register General for mid 2008 indicates that the estimated population of the area is 625,960 (301,063 males and 324,897 females).

#### **The Strategic Management of MAPPA**

The strategic direction of MAPPA in North Strathclyde CJA are overseen by a MAPPA Management Group (MMG), in accordance with the requirements set out in Section 11 of the Management of Offenders (Scotland) Act 2005.

The group monitors and evaluate the operation of MAPPA in North Strathclyde, promotes the effectiveness of the multi agency arrangements and ensures the information sharing link with other public protection fora such as Child Protection and Vulnerable Adult arrangements.

The MMG meets on a six monthly basis and is chaired by a local authority Chief Social Work Officer. In attendance are representatives at a senior level from the Responsible Authorities, and Duty to Co-operate agencies such as Housing Services, and Health Services from NHS Highland and Greater Glasgow and Clyde Health Boards – Responsible Authorities in relation to Restricted Patients since 1<sup>st</sup> April 2008.

The effective sharing of information is underpinned by the Memorandum of Understanding (MOU) and the Information Sharing Protocols (ISP) between the Responsible Authorities.

### **The MAPPAs Working Group (MWG)**

Operational issues relating to the working of the MAPPAs are reviewed by a multi agency group consisting of managers involved in the MAPPAs processes together with the MAPPAs co-ordinator.

The group identify and plan how to deal with operational issues ensuring the efficiency, consistency and effectiveness of the arrangements and common training and developmental needs of those working in the MAPPAs process.

### **The Principles underpinning MAPPAs within North Strathclyde**

- That public protection is best achieved through a systematic and co-ordinated approach to risk assessment and risk management
- That a co-ordinated and systematic approach ensures that resources are targeted where they are most required.

This is achieved through;

- Sharing of information in support of risk assessment and management
- Establishing risk management plans which co-ordinate the efforts of the agencies involved
- Regular monitoring and review of risk assessment and risk management plans

## **Section 4: Key Agencies and their responsibilities**

**Statutory responsibility is invested in four main agencies (Responsible Authorities): Police, the Local Authority Social Work services, the Scottish Prison Service, and Health (Restricted Patients).**

### **Local Authority Social Work**

The 6 local authorities within North Strathclyde CJA provide a range of social work and social care services including the provision of criminal justice services. The core criminal justice responsibilities are: the provision of reports to the Court and Parole Board; supervision of probation, community service and supervised attendance orders; and the supervision of post-custodial licences, including certain sex offenders sentenced to six months imprisonment or more.

National Objectives and Standards for Criminal Justice Social Work require reports for Court or Parole Board to include a risk assessment and risk management plan. The purpose of this is to reduce risk of reoffending and serious harm to others.

### **Police**

The police have the primary responsibility for the operation of the sex offender notification scheme. Where an offender in the community is subject to no other form of statutory supervision, the police assume the role of responsible authority for that offender.

The responsibilities of the police in relation to registered sex offenders are to maintain an accurate record of those persons in the police force area who are required to register with the police, and to initiate enquires where such persons fail to comply with the requirements placed upon them. The police participate in the multi agency process established for assessing and managing the risk presented by sex offenders or other potentially dangerous offenders in the community; and in conjunction with partner agencies, develop risk management plans for the purpose of monitoring and managing sex offenders.

The Police also have a responsibility to keep records on unregistered sex offenders whose current behaviour is of concern.

North Strathclyde CJA is serviced by 4 divisions within Strathclyde Police and their contribution is overseen by senior officers at the Public Protection Unit in Glasgow.

### **Scottish Prison Service (SPS)**

SPS is responsible for carrying out risk and needs assessments to assist in determining the management of prisoners during sentence and in preparation for pre-release plans and release. SPS identifies senior managers who attend MAPPA meetings in cases presenting the greatest and most complex levels of risk (level 3).

Prison staff, including prison based Social Workers, collaborate with community based Social Work and other agencies during sentence and in preparation for release. This process of sentence planning is referred to as Integrated Case Management (ICM). A Key objective of ICM is to ensure that, along with police and CJSW, SPS meets statutory requirements to establish joint arrangements for assessing and managing the risk posed by sex offenders, including the sharing of information.

### **Health Care Services**

Health have a significant part to play within MAPPA in dealing with offenders who have health issues, including mental health problems.

NSCJA area is serviced by 2 Health Boards: NHS Greater Glasgow and Clyde (NHSGGC) and NHS Highland (NHSH).

With effect from April 2008, all offenders subject to registration under sects 57 and 59 of the Criminal Procedure (Scotland) Act 1995 or sect 136 of the Mental Health (Care and Treatment) (Scotland) Act 2003 are subject to MAPPA. All such "restricted patients" must be managed using the Care Programme Approach (CPA). The role of MAPPA is to ensure that the risk assessment and management arrangements under the CPA satisfy public protection.

NHSGGC is represented at the MAPPA Management Group and MAPPA Working Group NHSH is represented at the MAPPA Management Group.

Health's involvement to date includes the following:

- General information regarding primary care involvement including General Medical Practitioner (GP), Health Visitor details on all new cases.
- Access to, or clarification of information contained in historical records or reports to assist with risk assessment /risk management.
- Attendance at meetings of – GP's, Health Visitors etc, Psychiatrists, Clinical/Forensic Psychologists, Addiction Workers, Community Psychiatric Nurses and Health Board reps.
- Notification of safety alerts.

### **The State Hospital**

Risk assessment and management at the State hospital is an integral part of the care and treatment planning process for all restricted patients. Structured clinical judgement tools for violence risk assessment and management have been introduced, and must be used for all patients. The policy is that:

- All clinical teams are required to adhere to a standard risk assessment and management protocol.
- Structured professional judgement tools must be used for violence and sexual violence assessment. HCR-20 is the tool of choice for risk of violence assessments, and Risk Sexual Violence Protocol (RSVP) for risk of sexual violence.
- Risk assessments and management plans should be updated and reviewed at the intermediate and annual review
- Risk assessments must never be completed in isolation and must be embedded into the patient's care and treatment plan.

The Risk Management Authority has accredited the Hospital's manner of risk assessment and management for a three year period from September 09. Following the publication of CEL 13 (2007); a 'traffic light' contingency plan may be provided to aid the risk management process for patients transferring to less secure environments.

At the State Hospital, risk reduction programmes associated with MAPPA offenders are agreed as part of the care and treatment planning process (CPA). Risk management is coordinated through the Intermediate and Annual CPA reviews at Level One.

Pharmacological and Cognitive Behavioural Therapy treatments form the backbone of treatment programmes for patients suffering from mental illnesses. This is complemented by participation in Sex Offending; Drug and Alcohol; Anger Management; Fire raising; Coping with Mental Illness and other group work programmes.

**Other agencies key to the delivery of risk management plans are given “duty to co-operate” status under the Management of Offenders Act and play a significant role in the delivery of MAPPA within the NSCJA area.**

- Local authority housing
- Primary healthcare providers
- Specialist mental health services
- Electronic monitoring provider
- Scottish Reporters Administration (Children’s Hearings)
- Court Services Division
- Voluntary sector

## **Local Authority Housing**

### Role of Housing

As Duty to Co-operate agencies, Local Authority and Registered Social Landlord (RSL) housing providers assist the Responsible Authorities, in the management and management of the risk posed to communities by sex offenders. They do not contribute to the assessment of the risk posed by a sex offender but have an important role in the risk management plan. The National Accommodation Strategy of Sex Offenders (NASSO) forms part of the MAPPA arrangements and sets out the requirements and expectations for housing and accommodation providers, including Registered Social landlords (RSL).

This has included the establishment of a local authority Sex Offenders Liaison Officer (SOLO) role along with RSL Link Officers to develop and implement the NASSO. The SOLO is the first point of contact for the responsible authorities, and provides a strategic housing presence at MAPPA meetings and any other multi agency meetings. The SOLO is also responsible for developing information sharing protocols and liaising with the Link Officers regarding risk management plans. The Link Officer will work with the SOLO to develop referral procedures and will have overall responsibility for their organisation’s implementation of the strategy

Housing has a duty to co-operate with the responsible authorities by

- Providing information on suitable accommodation available to allow environment scans to be completed
- Sharing information
- Working with the responsible authorities to minimise risk

Housing is represented at the MAPPA Management Group and MAPPA Working Group. Housing has also formed a local NASSO Working Group to facilitate communication to and from the MAPPA groups.

## **Section 5: How MAPPA works locally in NSCJA**

MAPPA built upon and improved existing good working arrangements between Police, Criminal Justice Social Work and the Scottish Prison Service within NSCJA.

A three-tiered system is used (see below) which enables the targeting of resources for those who pose the highest risk to ensure they receive the greatest degree of scrutiny and oversight.

Offenders subject to MAPPA may be living in the community in NSCJA or returning to the community following a sentence of imprisonment.

### **Who are the MAPPA offenders?**

The offenders included within MAPPA arrangements are:

**Registered sexual offenders** – sexual offenders who are required to notify the police of their name , address and other personal details and notify any changes subsequently;

**Restricted patients** – all patients subject to detention or restriction under the terms of the mental health or criminal justice legislation (see above). Restricted patients may be violent or sex offenders.

**Other Offenders** – offenders who do not qualify under categories 1 or 2 but who have been convicted of an offence which leads the responsible authorities to believe that they continue to pose a risk of serious harm to the public and require multi agency management.

**Violent Offenders** – at a date yet to be determined offenders convicted on indictment of a crime inferring personal violence and who are on probation or subject to licence following release will be included within MAPPA arrangements.

### **How are MAPPA cases managed?**

There are 3 levels of management which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively. Offenders will be moved up and down levels as appropriate.

#### **LEVEL 1: Ordinary risk management**

Level 1 risk management is the level used in cases where the risks posed by the offender can be managed by one agency without actively or significantly involving other agencies. Level 1 management will primarily involve criminal justice social work, the police, or the Scottish Prison Service and health as the lead agency. Level 1 cases are monitored by Police and Criminal Justice Social Work and are jointly reviewed quarterly.

#### **LEVEL 2: Local inter-agency risk management.**

Level 2 risk management requires the active involvement of more than one agency but the level of risk or the complexity of managing the risk is not so great as to require referral to the Level 3. MAPPA meetings will be organised and minuted on behalf of the responsible authorities by the MAPPA unit.

Most offenders assessed as high or very high risk of serious harm can be managed at level 2.

## **LEVEL 3: MAPPP - Multi Agency Public Protection Panel.**

Level 3 risk management is reserved for the critical few who have been assessed as being a high or very high risk of serious harm; and present risks that can only be managed by a plan which requires close cooperation and oversight by senior managers. Level 3 cases are typically characterised by imminent risk and/or the fragility of protective factors.

### **The MAPPA Process**

The responsible authorities in North Strathclyde have opted for a centralised MAPPA unit with MAPPA meetings taking place in the local authority of origin.

At the outset of MAPPA in 2007 all existing registered sex offender cases were reviewed in order to ensure a consistent approach to risk assessment and management.

Within NSCJA, the responsible authority carrying principal responsibility for the management of a case will normally chair the MAPPA meeting.

### **The MAPPA Unit**

- Based at Greenock Police Station, the unit comprises a MAPPA co-ordinator and an administrative support worker – both employed by Inverclyde Council. The co-ordinator was appointed in April 07 with the administrative worker in July 07. Due to the volume of work, a further administrative worker was appointed in February 08. This post is hosted by West Dumbarton Council and is based in the Criminal Justice Social Work Offices in Dumbarton.
- The key roles of the unit are to receive referrals from the responsible authorities, convene multi agency meetings in the local authority of origin, and take and distribute minutes plus supporting information.
- All level 2 and 3 cases are led centrally by the unit.

- The MAPPA co-ordinator acts as a single point of contact for these arrangements and actions referrals to the Single Point of contact for Health.

## **Key stages of the MAPPA process**

**Identification:** An offender is identified by the relevant Responsible Authority as falling within the remit of MAPPA.

**Notification:** The Responsible Authority will forward a notification to the MAPPA co-ordinator at the point of conviction. For offenders subject to imprisonment, this will be at the pre-release stage. Thereafter, if the Responsible Authority decides that the offender poses a serious risk of harm to the community and requires multi agency management a formal referral is made to the MAPPA co-ordinator.

**Referral:** The majority of referrals will be made by the Police, Criminal Justice social Work and SPS on registered sex offenders. A comprehensive assessment will be undertaken by the referring agency using a national template which includes information on current/past offences, background history, previous risk assessments and a suggested level of entry.

Referrals are made in respect of cases where it is necessary to convene a level 2 or 3 meeting. Exchange of information is an essential element of the process and is underpinned by the Memorandum of Understanding and the Information Sharing Protocol.

## **MAPPA Meetings**

MAPPA meetings: level 2 and 3(MAPPP) meetings are held in each of the 6 Local Authorities within the NSCJA area. Level 2 cases are held within 20 days of receipt of referral and level 3 within 5. Managers, supervisors and operational staff from the Responsible Authorities and Duty to co-operate agencies will attend. Meetings can be for the purposes of initial case consideration, case review, consideration of case related issues, or an early review in response to an adverse development.

A senior police officer or social work manager will chair the meeting and a formal minute will be taken in each case. All MAPPA minutes are subject to strict confidentiality therefore at the outset, participants sign a confidentiality statement to remind them of the sensitive nature of the information to be shared at the meeting. Minutes are held by the MAPPA unit and recorded on VISOR.

### **Risk Assessment /Risk Management**

The purpose of the meeting is to review the detailed risk assessments provided by the Responsible Authority and to agree a multi agency risk management each offender. The risk management plan will set out actions to be taken by agencies to minimise risk. At each meeting, decisions are made and minuted regarding whether the level of management will be maintained, increased or decreased in each case. In addition, a contingency plan and rapid response arrangements is agreed in event of deterioration in behaviour or circumstance.

Risk assessments in relation to registered sex offenders in the community are usually undertaken jointly by social work and the police. Over time, it is possible for an offender to move between levels given that risk is influenced by dynamic factors such as accommodation, substance misuse, employment, mental health and relationships. Risk assessments are therefore regularly reviewed between meetings and any increase in risk is reported to the MAPPA co-ordinator, and, if deemed appropriate, an adverse development review is convened.

### **Exit from MAPPA**

Exit from MAPPA of an offender is determined by the length of sex offender registration or licence supervision or continuing restriction whichever is the longer. If an offender continues to pose a risk of serious harm to the public it is possible for the Responsible Authorities to consider their continued inclusion.

## **Section 6: Risk Management for High Risk Offenders in NSCJA**

### **What is a risk Management Plan**

Risk management planning is linked to risk assessment. Key actions must be linked to specific risk factors with expected outcomes. These actions are time bound with named staff and agencies identified for each one.

From the reporting period 1<sup>st</sup> April 08 to 31<sup>st</sup> March 09, Risk Management plans for high risk sex offenders within NSCJA have including the following:

- Enforcing conditions of licence or court order which place restriction on the offender's behaviour.
- Attendance at programmes which **address the underlying cause(s) of the offending behaviour.**
- Intensive supervision packages by either the Social Work department together with the police and/ or partner agencies.
- Electronic monitoring
- Recommended recall to custody **if licence breached or in case of Court Orders a return to Court for breach to be heard by Sheriff.**
- Sourcing appropriate housing
- Sourcing appropriate health care
- Joint risk assessments and home visits by Criminal Justice Workers and Police from the Offender Assessments Units.
- Application for Sexual Offences Prevention Orders (SOPO's) and Risk of Sexual Harm Order (RSHO)
- Announced and unannounced home visits

Most risk management plans will combine a mixture of internal and external controls.

External controls are those imposed by the courts or Parole Board and may include – licence conditions, electronic tagging, or restrictions in contacts or accommodation.

Internal controls are those imposed by treatment programme work and supervision sessions aimed at encouraging the individual to develop the skills to recognise and manage their behaviour – in particular the avoidance of key triggers and risky situations.

One of the tools to manage risk is disclosure. Disclosure may constitute giving information to individuals within organisations, or warning a potential victim. In all cases proportionality is considered and the rights of the offender are balanced against the risk they pose.

### **Sexual Offences Prevention Orders (SOPO)**

A SOPO is designed to include prohibitions tailored to manage the individual offender's risk and will therefore be exclusive to that offender. This order can be imposed at sentence or thereafter by a Sheriff on application by the police. Prohibition could include preventing an offender entering a swimming pool or public park. The duration of the order can be for a minimum of 5 years to a maximum of life. A breach of SOPO can result in a maximum of 5 years imprisonment.

### **Risk of Sexual Harm Order (RSHO)**

This order contains prohibitions for offenders thought to be a risk to children. It is not necessary for the person to have a conviction and can be applied for by the police to protect children in general.

### **Risk Assessment Tools and Visor**

Whilst agencies across NSCJA use various methods to assess risk, it is essential within the MAPPA process for staff to have a common understanding of terms used to describe risk and to adopt a consistent approach to the use of assessment tools. This is achieved by a commitment to provide an ongoing programme within the CJA of joint training involving police, criminal justice social work and the prison service.

Many of these assessments will be conducted jointly between police and criminal justice social work staff. Staff within NSCJA adopts an approach which is both investigative and proactive. Staffs assess risk in terms of re-offending and potential harm to individuals or groups.

Risk assessment tools used are approved by the Risk Management Authority for Scotland.

Risk assessments and the results of participation in programmed work within the prison; follow prisoners back into the community.

Regular risk assessment provide an early indication of deterioration (or improvement) in attitude, mood or level of co-operation with statutory supervision – any of which could prompt a re categorisation of the level of the case.

Staff are aware that risk assessments must be regularly repeated to ensure any variation is monitored and reported back to MAPPA, to ensure that risk management plans are as robust as possible.

## **VISOR**

### **What is Visor?**

VISOR stands for Violent and Sex offender Register and is intelligence data base holding detailed information on Registered Sex offenders across the United Kingdom.

### **What does it hold?**

It is used to store and share information and intelligence on those offenders who have been identified as posing a risk of harm to the public. They will have either a criminal conviction or present a risk or concern which requires ongoing assessment and management.

### **Who uses it?**

All the police forces in the United Kingdom use it and each Local Authority Criminal Justice Social Work office in NSCJA have access to it as does the MAPPA unit. The system is classified as Confidential under the Government Protective Marking Scheme and can only be accessed by trained staff working in public protection work.

### **What are the benefits?**

VISOR supports the MAPPA process by providing up to date, relevant and accurate information and intelligence for risk assessment and risk management for all registered sex offenders.

## **Section 7: Diversity Issues**

Diversity issues are discussed within all MAPPA meetings in respect of both offenders and victims and any issues highlighted recorded in the MAPPA minute. Equality before the law is an essential principle in criminal justice and notwithstanding that the overwhelming majority of registered sex offenders are white, Scottish/UK males, issues relating to ethnicity, religion, sexual orientation, age, gender and disability are taken account of where relevant.

From time to time diversity issues in relation to learning disability, physical disability or chronic illness present challenges which require to be addressed within the MAPPA process. In cases such as these health colleagues, the appropriate social work service and voluntary sector organisations play an important and valuable role.

## **Section 8: Victim Work**

The prevention of offending and public protection underpins MAPPA. Concern for victims or potential victims is reflected in all risk management plans discussed and agreed within the MAPPA process.

In practical terms, this typically involves insuring that discussion regarding accommodation takes account of risk to known and potential victims/families. This involves collaboration between police, social work, housing providers and other partner agencies. It may also involve consideration of disclosure, where risk to a particular individual or group is identified. For instance, in relation to offenders establishing a new relationship or seeking employment.

Strathclyde Police Public Protection Unit is committed to a pro-active approach to the management of sex offenders and makes victim issues a priority.

The risk to victims is thoroughly evaluated at each MAPPA meeting. Some victims will receive certain information as a result of their involvement in the Victim Notification Scheme. This is a statutory scheme which enables victims (and or their families) of serious crime to express their concerns regarding an offender's release arrangements, and to be kept advised of relevant developments during sentence. In all cases, a sensitive approach is taken to liaising with victims.

Victim Support Scotland and other voluntary agencies offer practical and emotional support to victims throughout NSCJA.

## **Section 9: Disclosure**

Disclosure within the term of the Sex Offender Act is considered at each MAPPA meeting. However, within NSCJ there have been no requests for formal disclosure submitted to the Chief Constable for the reporting period.

In general terms Formal Disclosure relates to circumstances in which all other avenues have been explored and the Chief Constable of the relevant area has no option but to authorise such a disclosure.

The disclosure process involves the victim management section of Strathclyde Police, Public Protection Unit co-ordinating the preparation of information for the consideration of the Chief Constable. In all cases proportionality is considered and the rights of the offender are balanced against the risk they pose. Victim considerations remain paramount. If granted, the extent and precise details of the information to be disclosed will be defined.

In certain circumstances, offenders will be advised and encouraged to self disclose to appropriate individuals and/or groups. In all such instances offenders will receive support to do so by partner agencies and checks are undertaken to ensure that they have done so.

In cases involving the welfare of children or vulnerable adults the protection of the child/adult is paramount. Measures taken may include Formal Disclosure (as above) disclosure or other action under the terms of adult/child protection procedures and /or measures to limit or remove offender access.

**Section 10: Statistical Information required for the reporting period**

**Table 1: Statistical information\***

<b>REGISTERED SEX OFFENDERS (RSO's)</b>	<b>NUMBER</b>
<b>a) Number of Registered Sex Offenders:</b>	
i) At liberty and living in your area on 31 <sup>st</sup> March 2009:	221
ii) Per 100,000 of the population on 31 <sup>st</sup> March 2009:	36
<b>b) The number of RSO's having a notification requirement who:</b>	
i) Complied with notification requirements:	204
ii) Were reported for breaches of the requirements to notify:	5 level 2's , 12 level1's
<b>c) The number of "wanted" RSOs on 31<sup>st</sup> March 2009:</b>	<b>Nil</b>
<b>d) The number of "missing" RSOs on 31<sup>st</sup> March 2009:</b>	<b>Nil</b>

**Table 2: Statistical information\*. This Table shows Civil Orders applied and granted in relation to RSO's.**

<b>The Number of</b>	<b>Applied for by Police</b>	<b>Granted by the courts</b>
Sexual Offences Prevention Orders (SOPO'S)	<b>1</b>	<b>1</b>
Risk of Sexual Harm Orders (RSHO's)	<b>Nil</b>	<b>Nil</b>

SOPO'S imposed by courts at time of conviction:	<b>N/A</b>	
Interim SOPO's	<b>Nil</b>	<b>Nil</b>
Interim RSHOS's	<b>Nil</b>	<b>Nil</b>
Full RSHOS's	<b>Nil</b>	<b>Nil</b>
Foreign Travel Orders (FTO's)	<b>Nil</b>	<b>Nil</b>
Notification Orders (NO's)	<b>2</b>	<b>2</b>

**Table 3: Statistical Information\***

<b>REGISTERED SEX OFFENDERS (RSO's)</b>	<b>NUMBER OF OFFENDERS</b>
<b>a) Number of RSOs managed by MAPP A Category<sup>1</sup>:</b>	
i) Level 1 – Ordinary Risk Management:	<b>162</b>
ii) Level 2 – Local Inter-agency Risk Management:	<b>94</b>
iii) Level 3 – MAPPP:	<b>7</b>
<b>b) Number of Registered Sex Offenders convicted of a further crime of sexual harm or non sexual violence:</b>	
i) MAPP A Level 1:	<b>1</b>
ii) MAPP A Level 2:	<b>5</b>
iii) MAPPP 3:	<b>0</b>
<b>c) Number of RSO's returned to custody for a breach of statutory conditions (including those returned to custody because of a conviction of further serious sexual or violent offence):</b>	<b>11</b>
<b>d) Number of RSO's</b>	<b>0</b>

<b>returned to custody for a breach of SOPO:</b>	
<b>e) Number of RSO's returned to custody for a breach of FTO:</b>	<b>0</b>
<b>f) Number of RSO's returned to custody for a breach of RSHO:</b>	<b>0</b>
<b>g) Breached their statutory conditions but were not returned to custody:</b>	<b>6</b>
<b>h) Were subject to formal disclosure:</b>	<b>0</b>

**Table 4(a): Restricted Patients Highland Health Board**

<b>RESTRICTED PATIENTS (RP'S):</b>	<b>NUMBER</b>
<b>a) Number of RP'S:</b>	
i) Living in your area on 31 <sup>st</sup> March 09:	2
ii) During the reporting year:	2
<b>b) Number of RP's per order:</b>	
i) CORO:	3
ii) HD:	0
iii) TTD:	0
<b>c) Number within hospital/community:</b>	
i) State Hospital:	1
ii) Other hospital no suspension of detention (SUS):	0
iii) Other hospital with unescorted SUS:	1
iv) Community (Conditional Discharge):	1
<b>d) Number managed by category between 1 April 2008</b>	

<b>and 31 March 2009:<sup>2</sup></b>	
Level 1 – ordinary agency risk management:	1
Level 2 – through inter agency risk:	1
Level 3 – MAPPP, (critical few):	0
<b>e) Number of RPs convicted of a further crime of sexual harm or non sexual violence:</b>	
i) MAPPA Level 1:	0
ii) MAPPA Level 2:	0
iii) MAPPP 3:	0
<b>f) No of RPs on Suspension of detention:</b>	
i) who did not abscond or offend:	1
ii) who absconded:	0
iii) who absconded and then offended:	0
iv) where absconsion resulted in withdrawal of suspension of detention:	0
<b>g) No. of RPs on Conditional Discharge:</b>	
i) who did not breach conditions, not recalled or did not offend:	1
ii) who breached conditions (resulting in letter from the Scottish Government): <sup>3</sup>	0
iii) recalled by Scottish Ministers due to breaching conditions:	0
iv) recalled by Scottish Ministers for other reasons:	0

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**Table 4 (b): Statistical Information Greater Glasgow & Clyde Health Board**

<b>RESTRICTED PATIENTS (RP'S):</b>	<b>NUMBER</b>
<b>a) Number of RP'S:</b>	
i) Living in your area on 31 <sup>st</sup> March 09:	15
ii) During the reporting year:	15
<b>b) Number of RP's per order:</b>	
i) CORO:	15
ii) HD:	0
iii) TTD:	0
<b>c) Number within hospital/community:</b>	
i) State Hospital:	19
ii) Other hospital no suspension of detention (SUS):	7
iii) Other hospital with unescorted SUS:	1
iv) Community (Conditional Discharge):	7
<b>d) Number managed by category between 1 April 2008 and 31 March 2009:<sup>4</sup></b>	
Level 1 – ordinary agency risk management:	9
Level 2 – through inter agency risk:	6
Level 3 – MAPPP, (critical few):	0
<b>e) Number of RPs convicted of a further crime of sexual harm or non sexual violence:</b>	
i) MAPPA Level 1:	0
ii) MAPPA Level 2:	0
iii) MAPPP 3:	0

<b>f) No of RPs on Suspension of detention:</b>	
i) who did not abscond or offend:	0
ii) who absconded:	0
iii) who absconded and then offended:	0
iv) where absconsion resulted in withdrawal of suspension of detention:	1
<b>g) No. of RPs on Conditional Discharge:</b>	
i) who did not breach conditions, not recalled or did not offend:	5
ii) who breached conditions (resulting in letter from the Scottish Government): <sup>5</sup>	0
iii) recalled by Scottish Ministers due to breaching conditions:	2
iv) recalled by Scottish Ministers for other reasons:	0

**Table 4: Delineation of RSO'S by age on 31<sup>st</sup> March 2009.**

<b>Age</b>	<b>RSO Number</b>	<b>RSO Percentage %</b>
Under 18	2	0.9%
18-21	4	1.80%
22-31	52	23,52%
32-41	41	18.55%
42-51	54	24.43%
52-61	28	12.66%
62-71	27	12.2!%
72-81	11	4.97%
82-91	2	0.90%

**Table 5: Delineation of RSO's by ethnicity on 31<sup>st</sup> March 2009.**

<b>Ethnic Origin</b>	<b>RSO Number</b>	<b>RSO Percentage %</b>
Asian or Asian British Any other Asian	3	1.35%
Asian or Asian British Bangladeshi		
Asian or Asian British Indian		
Asian or Asian British Pakistani		
Black or Black British African		
Black or Black British Any Other Black Background		
Black or Black British Caribbean	1	0.45%
Chinese or Other Ethnic Group Chinese		
Chinese or Other Ethnic Group Other		
Mixed Other		
Mixed White and Asian		
Mixed White and Black African		
Mixed White and Black Caribbean		
Not Known		
Subject Declines to define Ethnicity		
Subject Does Not Understand		
White British	217	98.1%
White Irish		
White Other		

**Table 6: Delineation of RSO victims:**

<b>No. of RSO's:</b>	<b>Number</b>	<b>Percentage %</b>
Convicted of a notifiable offence * against a child under 16 years:	24	10.85%
Convicted of a notifiable offence * against a victim over 16 years:	198	89.59%

\* Relates to index offence only

**Table 7: Delineation of population of RSO's on 31<sup>st</sup> March 2009.**

<b>Sex</b>	<b>RSO Number</b>	<b>RSO Percentage %</b>
Male	220	99.54%
Female	1	0.45%

**Table 8: Number of RSO's managed under statutory conditions and/or notification requirements on 31<sup>st</sup> March 2009:**

<b>Number of RSO's</b>	<b>NUMBER</b>	<b>PERCENTAGE %</b>
On Statutory supervision:	112	50.6%
Subject to notification requirements only:	109	49.3%

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## **Section 11: Scottish Prison Service MAPPA Annual Report**

### **INTRODUCTION**

The Scottish Prison Service (SPS), a Responsible Authority as described in sections 10 & 11 of the Management of Offenders etc (Scotland) Act 2005 (the Act), is fully committed to working with partners across the Scottish Criminal Justice system to improve levels of public protection and reduce the risks associated with offending behaviour.

SPS complies with the requirements of MAPPA as laid out in the Act, sharing relevant information - including risk assessments and action plans - with Police Forces, Criminal Justice Social Work Services and Health Services, contributing to the creation of robust management plans for sex offenders being released into the community following a custodial sentence.

SPS is legally required to keep in safe and secure custody those offenders sentenced by the court to a period of imprisonment. During 2008/09, the average daily population in Scotland's prisons was 7,991, an increase of 8% when compared to 2007/08 and 11% when compared to 2006/07. In addition to maintaining safe and secure custody and order, SPS also plays a vital part in preparing offenders for release.

### **OFFENDER MANAGEMENT**

Throughout their period in custody, all offenders are subject to the Integrated Case Management (ICM) process. Offenders subject to post-release supervision (including all sex offenders serving six months or more in prison) are managed via an enhanced version of the ICM process, where prison and social work staff (both prison-based and community-based) work together to assess the risks associated with individual offenders and develop an action plan aimed at addressing risk and need through a series of appropriately sequenced interventions (such as prisoner programmes and approved activities).

These risk assessments are reviewed on an annual basis (as a minimum) and prior to release. They are used to inform decisions on progression through the prison estate and discussed openly with the offender and a range of key staff (including social and healthcare professionals). The forum for this discussion is the ICM Case Conference, a meeting between the offender and key staff that takes place each year during custody. Where an offender is considered to present a high risk, prior to release (or transfer to less secure conditions), other key staff involved in criminal justice (such as the police) are invited to attend the (pre-release) Case Conference, allowing for a level of information-sharing between criminal justice agencies not seen prior to the implementation of MAPPA (and ICM).

The risk assessments and pre-release case conference help inform decisions on how the offender should be managed on release (ultimately informing the decision on which MAPPA level is appropriate). This is the point at which all relevant information is

collated and provided to MAPPA co-ordinators across the eight Criminal Justice Authorities (CJAs).

### **MONITORING AND ASSURANCE**

Following the implementation of MAPPA in 2007, several audits were carried out in several prisons to establish the level of compliance with stated procedures. All but one prison received a positive level of assurance. An action plan was put in place to address some minor procedural issues found in that particular site and assurance was subsequently provided that these issues had been addressed.

SPS subsequently developed internal MAPPA standards (based on the procedural guidance) which provide local managers with a mechanism for delivering ongoing assurance in terms of compliance with MAPPA procedures. A further (internal) audit of SPS's compliance with MAPPA is scheduled for later this year.

The recent joint inspection by HMIP<sup>6</sup>, HMICS<sup>7</sup> and SWIA<sup>8</sup> on the management of high risk offenders considered levels of compliance with MAPPA; SPS has responded to the findings and is currently developing plans for improving the application of offender management processes. Additionally, SPS is working with police colleagues to consider ways of improving the sharing of information with regard to progression of high risk offenders through the prison estate.

### **WIDER 'MAPPA COMMUNITY'**

SPS continues to support both local and national MAPPA groups through senior managers' attendance at MAPPP meetings (for all offenders managed at MAPPA level 3). Partnership arrangements with the CJAs and MAPPA co-ordinators continue to develop through the efforts of SPS's dedicated CJA Liaison Managers.

### **FORMAL REPORTING**

In line with formal reporting requirements, this SPS submission for the year ending 31st March 2009 includes:

- Details of programme completion for registered sex offenders (RSOs) (by establishment and CJA);

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<sup>6</sup> Her Majesty's Inspectorate of Prisons (Scotland)

<sup>7</sup> Her Majesty's Inspectorate of Constabulary for Scotland

<sup>8</sup> Social Work Inspection Agency

- The number of risk assessments carried out on RSOs (by establishment and CJA); and
- Training statistics relating to staff working with sex offenders in Scottish prisons.

### **PROGRAMME COMPLETION**

SPS continues to provide nationally accredited programmes and other interventions that aim to drive improvements in the attitudes and behaviours that have led to offending, encouraging those in prison to accept responsibility for their actions, learn to manage their behaviour and consider the impact their actions have on family members, friends and the wider community.

The Sex Offender Treatment Programme suite (SOTP) is the primary vehicle for addressing the above issues with those prisoners convicted of sexual offences (or offences that contain some sexual element). There are currently four specific programmes that offenders undertake depending upon the level of risk they present and their own individual level of need:

- Core SOTP is aimed at those sex offenders presenting a medium, high or very high risk of sexual re-offending
- Extended SOTP is primarily aimed at those prisoners who have completed the Core programme, but the level of risk they continue to present requires further intervention;
- Adapted SOTP aims to achieve the same goal but takes account of particular issues with prisoners who have some limitation in terms of their social functioning; and
- Rolling SOTP is aimed at sex offenders presenting a low risk of sexual re-offending.

These programmes are delivered in HMPs Barlinnie, Edinburgh and Peterhead and HMYOI Polmont. Other prisoners will send offenders to one of the above, should they be considered suitable for the SOTP and express a willingness to participate.

In addition to the SOTP programmes, SPS also delivers a range of interventions (termed Approved Activities) including Anger Management, Violence Prevention, Alcohol Awareness and Substance Misuse that are made available to sex offenders via assessment of risk and need.

During 2008/09 (the period covered by this submission), almost **200** programmes were delivered to sex offenders across the prison estate. The activity and scope of these programmes can be extensive; some involving more than 100 hours of group work and

targeted intervention. A detailed breakdown is contained in Annexe 1.

### **RISK ASSESSMENT**

In SPS, the primary tools used in assessing the risks posed by sex offenders are Risk Matrix 2000 (RM2000) and Stable and Acute 2007 (SA07). These risk assessment tools are supported by others (such as LSI-R) which look at wider aspects of offending behaviour (not limited to sexual offending) to ensure a wider appreciation of the level and nature of risk is gained by prison and social work staff (and communicated to the wider criminal justice community).

Between 1st April 2008 and 31st March 2009, more than **900** risk assessments were carried out on registered sex offenders (due to the dynamic nature of risk - in that it can change over time - some registered sex offenders undergo several risk assessments over the course of one year). A detailed breakdown is contained in Annexe 1.

### **STAFF TRAINING**

Over the past two years, significant training has been delivered - to both prison-based and social work staff - aimed at increasing the understanding of risk and the methods that can be adopted to improve public protection by reducing an individual's level of risk. During 2008/09, a total of **109** prison and social work staff received training on risk assessment/management tools and programme delivery.

During 2009/10, SPS and partner agencies will be working together to develop a generic (risk-themed) training package that will be made available to all staff working with offenders and others who support them.

### **SUMMARY**

This past year has seen a continuation of SPS's commitment to working with partners in criminal justice to address the needs of registered sex offenders and collaboratively manage the risks they present to the community. Links with CJAs are positive and strengthened by ongoing consultation and attendance at local and national MAPPA groups. SPS tracks the developments set out in the CJA Area Plans to ensure internal decisions support future developments and that SPS considers the implications for partners when making key management decisions.

## ANNEXE 1

<b>NUMBER OF PROGRAMMES DELIVERED TO REGISTERED SEX OFFENDERS - BY PRISON</b>	
Aberdeen	10
Addiewell	-
Barlinnie	13
Cornton Vale	-
Dumfries	3
Edinburgh	17
Glenochil	-
Greenock	1
Inverness	8
Kilmarnock	-
Open Estate	1
Perth	-
Peterhead	116
Polmont	15
Shotts	1
<b>TOTAL</b>	<b>185</b>

<b>NUMBER OF RISK ASSESSMENTS COMPLETED ON REGISTERED SEX OFFENDERS - BY PRISON</b>	
Aberdeen	53
Addiewell	3
Barlinnie	97
Cornton Vale	-
Dumfries	123
Edinburgh	267
Glenochil	-
Greenock	72
Inverness	22
Kilmarnock	26
Open Estate	4
Perth	54
Peterhead	83
Polmont	94
Shotts	6
<b>TOTAL</b>	<b>904</b>

<b>NUMBER OF PROGRAMMES DELIVERED TO REGISTERED SEX OFFENDERS - BY CJA</b>	
Fife & Forth Valley	21
Glasgow	31
Lanarkshire	16
Lothian & Borders	27
North Strathclyde	9
Northern	42
South West Scotland	22
Tayside	12
Outside Scotland	5
<b>TOTAL</b>	<b>185</b>

<b>NUMBER OF RISK ASSESSMENTS COMPLETED ON REGISTERED SEX OFFENDERS - BY CJA</b>	
Fife & Forth Valley	103
Glasgow	146
Lanarkshire	61
Lothian & Borders	244
North Strathclyde	60
Northern	112
South West Scotland	104
Tayside	44
Outside Scotland	30
<b>TOTAL</b>	<b>904</b>

<b>NUMBER PRISON STAFF COMPLETED TRAINING ON RISK/PROGRAMME DELIVERY</b>	
Aberdeen	3
Addiewell	6
Barlinnie	4
Cornton Vale	-
Dumfries	19
Edinburgh	29
Glenochil	-
Greenock	2

<b>NUMBER SOCIAL WORK STAFF COMPLETED TRAINING ON RISK/PROGRAMME DELIVERY</b>	
Aberdeen	-
Addiewell	-
Barlinnie	1
Cornton Vale	-
Dumfries	-
Edinburgh	-
Glenochil	-
Greenock	4

Inverness	6
Kilmarnock	-
Open Estate	-
Perth	2
Peterhead	20
Polmont	-
Shotts	2
<b>TOTAL</b>	<b>93</b>

Inverness	2
Kilmarnock	-
Open Estate	-
Perth	2
Peterhead	5
Polmont	-
Shotts	2
<b>TOTAL</b>	<b>16</b>

## **Section 12: Treatment Options**

### **A: Community Sexual Offender Groupwork Programme (CSOGP)**

#### **Background**

The Pathways Partnership Project is funded by Renfrewshire, East Renfrewshire and Inverclyde Councils to work with men who are involved in sexual offending in order to seek to reduce the likelihood of further offending and thus seeking to protect children and adults from harm. Offence focused work undertaken by Pathways is either within a groupwork setting or on a 2:1 basis.

The groupwork programme run by Pathways is the Community Sexual Offending Groupwork Programme (C-SOGP). This is an accredited cognitive- behavioural groupwork programme designed to reduce re-offending by adult males involved in sexual offending. The Programme involves identifying and challenging how the thoughts, attitudes and emotional responses of offenders link to their abusive behaviour. It is delivered by facilitators who gain accreditation through successful completion of training. The programme targets deviant sexual interest, distorted thinking used to justify offending, empathy deficits, anti-social lifestyle and interpersonal relationship difficulties. These needs are assessed in clinical interview by suitably qualified staff. In all cases the assessment of risk will have as a primary aim the protection of the public. The treatment path is determined by clinical judgement, use of risk assessment tools and psychometric tests. Those assessed as low risk/low deviance complete 100 hours of programmed work, with all others completing 240 hours of programmed work (referred to as the 'core programme'). The first module (induction) is run as a closed group and following this the modules are run as a rolling programme with men entering as they complete induction.

Offenders released from prison may enter the programme at various stages according to their performance on the HMP Sex Offender Treatment Programme (SOTP).

Work undertaken on a 2:1 basis is usually alongside the supervising officer of the statutory licence/order and is ordinarily undertaken when an offender does not meet the criteria (due to for example age or cognitive ability or at times the length of the order/licence) for the groupwork programme. The 2:1 work is adapted from the C-SOGP.

### **Figures for period 1-Apr-08 – 31-Mar-09**

#### **C-SOGP**

17 men were involved in the C-SOGP in the 08/09 period.

*[N.B: A 50 hour Relapse Prevention programme involving 4 men ran from 27-Nov-07 to 15-Apr-08 but this was included in 07/08 figures so excluded from 08/09].*

One induction programme was run during 08/09. Of this group of 7 men, 5 were assessed as requiring to complete the core programme and two were assessed as needing to undertake the 100 hour short programme. Those undertaking the core programme joined the rolling programme at the next available opportunity and are included in the figures below. The two men requiring the short programme are undertaking this on a 2:1 basis as there were insufficient numbers to run this as a group.

The Core programme figures are:

<b>Module</b>	<b>Number of group members at start</b>	<b>Number of group members at module end</b>	<b>comments</b>
Cycles and cognitive distortions	10	10	
Relationships and attachment styles	15 (over two groups)	15 (over two groups)	Maximum group number 10 so run over two groups.

Self management and interpersonal skills	14 (over two groups)	14 (over two groups)	1 man did not continue with the programme after the relationships module due to a combination of factors. Work continues with this man on a 2:1 basis.
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*NB: At the completion of the core module Self management and interpersonal skills on 26-May-09 three offenders will complete the 240 hour core programme.*

#### 2:1 (non-group work)

16 (1 of these not registered) offenders involved in undertaking work on a 2:1 basis. These offenders were deemed unsuitable for the CSOGP for various reasons.

4 men finished the work.

10 men are continuing with 2:1 work

1 man failed to complete work due to breach of Order

1 man failed to complete work due to custodial sentence for further offence

### **B: The Aberdeen Package**

The Aberdeen package is available for offenders who reside in East and West Dunbartonshire and Argyle and Bute and who are receiving supervision in terms either of a Probation Order, Parole Licence or Extended Sentence. The package is delivered by Supervising Officers within Criminal Justice Social Work and has been applied with over 51 offenders.

This sex offender programme is a cognitive behavioural programme designed to reduce the risk of sexual re-offending. It is designed to for use with adult and adolescent male sex offenders who have been convicted of at least one sexual offence. The programme can be delivered on an individual basis, a 2:1 or a combination of both.

Although the programme has a structured approach, the programme modules can be adapted to meet the needs of individuals with low levels of literacy with the use of symbols or pictures rather than words.

The programme consists of nine modules with differing numbers of sessions within each module. The total number of sessions for individual work is 40 and within a group setting it is 81.5

Some participants will require more time to understand the concepts than others. If this is the case, supervising officers can spend extra time with individuals during or out with sessions, whichever is more appropriate.

Programmed work was undertaken with 62 offenders and of that number 10 completed during the reporting period.

## **Case Studies**

The following case studies are provided to give the reader an insight into MAPPA in operation. Whilst the basis of the case studies reflect actual cases from the North Strathclyde Community Justice Authority area, they have been altered and anonymised for reasons of confidentiality.

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### Case Study A

Mr A was convicted of several offences which would give partner agencies concern in relation to risk to unknown and known adult females. The Integrated Case Management approach within the Scottish Prison Service (SPS) generated a level 2 referral to the MAPPA co-ordinator 3 months prior to Mr A's release. Mr A was due to be released on a non-parole licence and extended sentence. Mr A would also be subject to indefinite notification in terms of the Sex Offenders Register. The referral detailed relevant information for assessment of risk, outlined the identified risk factors and attached to the referral was additional relevant SPS documentation. The information provided, revealed that Mr A had not undertaken any treatment to address his sexual offending in custody and that throughout the four years in prison he had presented with the view that the victims of his offending were consenting. The referral stated that there were no specific child or adult protection referrals required.

The MAPPA co-ordinator had agreed with the referrer that a level 2 MAPP meeting was appropriate given the active involvement of more than one agency and the assessment of risk. It was not considered from the risk assessments undertaken that the case required a meeting at level 3. An initial level 2 MAPP meeting was duly convened with all relevant parties represented (Criminal Justice Social Work [including Pathways], police and housing).

At the MAPP meeting all agencies provided information and a consensus was reached in terms of the agreed MAPPA risk level, who was most at risk and a risk management plan was devised to seek to address the risk factors identified and to promote any protective factors indicated. Each action on the risk management plan was tasked to a specific person/people to complete and a timescale given. Actions included: victim safety planning in terms of the victims of the index offences; seeking of appropriately risk assessed accommodation; request to the parole board for a psychological assessment including personality disorder prior to release; further additional condition to licence in relation to restriction from known high risk environments; addiction services referral; assessment by Pathways in relation to treatment targets and how these could be addressed and police intelligence actions were also made. Weekly contact by Criminal Justice Social Work (CJSW) and fortnightly contact by the police on release was also determined to be necessary given the assessed level of risk. The MAPP risk level was determined to be 'high' and it was considered necessary to continue to manage the case at level 2. The requirement for more frequent reviews than the minimum 3 months was deemed necessary with the first 2 reviews initially held monthly to ensure the short timescale actions were completed.

For the first few months following release, Mr A was compliant with both his licence and registration requirements although this compliance was deemed to be superficial and he presented as attempting to manipulate staff. A few months after release, Mr A came to the attention of the police in relation to a minor public disorder offence. However, further investigation of this matter by the police and CJSW revealed that the events surrounding the offence constituted a breach of one of the licence conditions with regards to victim access activity. The concerns were sufficient to warrant recall being recommended to the parole board. This recommendation was accepted and Mr A was duly recalled to custody.

Key factors in the management of this case:

- Additional licence conditions in relation to high risk situations.

- Research of location of victims of index offence in terms of victim safety planning. Additional condition of licence not to approach victims of index offences.
- Risk assessment of accommodation.
- Increased frequency of review to ensure short timescale tasks completed and to review plan if completion of tasks unachievable.
- Investigation by Police and CJSW staff in relation to what initially seemed a minor infraction.
- Prompt application for recall.

### Case study B

Mr B was convicted of offences which would give partner agencies concern in relation to risk to unknown female children and adults. Following conviction, the sentencer requested reports from Criminal Justice Social Work (a Social Enquiry Report) and Pathways Partnership Project (in relation to risk presented and assessment in relation to suitability for intervention). The reports concluded that Mr B was suitable for inclusion in the Community Sexual Offending Groupwork Programme (C-SOGP) via a Probation Order should the sentencer be minded towards imposing a non-custodial sentence. The Sheriff imposed a three year Probation Order with condition of attendance at the C-SOGP. Mr B was required to register with the police within 3 days as he was placed on the sex offenders register by the Court. Mr B met the requirement to register.

During the assessment process the CJSW and Pathways worker ascertained whether there were any identifiable children at risk and action was taken via children and families social work both within Mr B's area of origin and another local authority area where Mr B had potential contact with a child via a friend.

The CJSW made notification to the MAPP co-ordinator and followed this with a referral outlining the case. The referral includes information pertaining to convictions, details of risk assessments, risk factors identified, protective factors identified, highlights any child protection concerns and action taken, any violence towards staff and outlines the risk management plan currently in place. An initial level 2 MAPP meeting was convened with all relevant agencies (CJSW, police, housing and Pathways) being invited. The CJSW making the referral and the MAPP co-ordinator had determined that a level 2 MAPP meeting was appropriate given the active involvement of more than one agency. It was not considered from the risk assessments undertaken for Mr B's appearance at Court that the complexity of the case required a referral at level 3.

At the MAPP meeting all agencies provided information and a consensus was reached in terms of the agreed MAPP risk level, who was most at risk and a risk management plan was devised to

seek to address the risk factors identified and to promote the protective factors indicated. Each action on the risk management plan was tasked to a specific person/people to complete and a timescale given. Actions included: clarifying information about vehicle use; joint risk assessment; accessing medical information; Individual work around relapse prevention during the pre-group phase; liaison in terms of accommodation issues including consideration of the NASSO (National Accommodation Strategy for Sex Offenders) strategy given Mr B stating that he wished to move to another local authority area; following up with the external authority in relation to potential child protection concerns to ascertain the decision made in relation to the protection of the identified child. The external local authority children and families worker was subsequently invited to a MAPP meeting.

Mr B did not move out of the area and started the C-SOGP with Pathways in the summer of last year and has been progressing well in that he is able to recognise the need to put in place relapse prevention strategies. Mr B has been compliant with his Probation Order and Registration and all child protection matters were satisfactorily resolved some time ago. At a recent level 2 MAPP review, the risk level was determined as 'medium' under the MAPP definition in that the protective factors in place were sufficient to manage the risk factors unless there was a change in circumstances. Mr B's situation was considered to be stable and it was noted that the case was predominantly managed by a single agency - CJSW. There was a consensus to reduce the MAPP management to level 1. This means that Mr B's case is discussed at the quarterly liaison meeting attended by manager grade staff from CJSW, Pathways, Police and Housing. The risk management plan is updated within this forum. Any adverse development would necessitate a referral back to level 2.

#### Key factors in the management of this case:

- Collating of information from all sources to inform assessment of risk.
- Joint risk assessment.
- Child protection referrals in respect of identified children in area of origin.
- Child protection referral to external authority and the following up of this referral including the extension of an invitation to attend a level 2 MAPP meeting.
- Promotion of the internal controls of Mr B through individual work and then groupwork when this commenced.
- Housing liaison.

## Case Study C

Mr C was convicted of sexual offences against young women under the age of 17 years. He was sentenced to 5 years imprisonment (3 years custody and a period of extended sentence supervision of 2 years) and was released on licence and subject to sex offender registration.

In prison, Mr C was subject to the Integrated Case Management system and at a pre-release ICM case conference, held 3 months prior to release, he was assessed jointly by CJSW, SPS and the police as posing a very high risk of reconviction for sexual offending, and a high risk of harm. Given his agreed level of risk by partner agencies, he was referred to MAPPA by the Scottish Prison Service at level 3 and an initial meeting was convened within 5 working days. All key partner agencies including SPS, police, criminal justice social work, housing and child protection staff were represented. Relevant information regarding Mr C's personal and offending history was shared, risk assessments reviewed and licence conditions examined. A list of risk factors was identified and consensus reached as to who was at risk and in what circumstances. A risk management plan was agreed which sought to address each risk factor. Action points were tasked to individual colleagues with a timescale for completion. The risk management plan included an updated environmental scan of the release address by police and housing staff; reporting on the day of release to CJSW to be served with his licence and register with the police; and thereafter weekly contact with his supervising officer as per condition of his licence, and joint announced and unannounced home visits by police and CJSW to enable monitoring of acute risk factors.

Regular MAPPA reviews were held at monthly intervals to review the risk management plan and monitor the risk factors

During the time that Mr C was in the community a number of additional conditions were added to his licence in an effort to combat concerning behaviours which he was displaying which were strongly suggestive of increased risk including access to potential victims. These additional conditions excluded him from specific geographical areas and addresses. It should be noted that none of the behaviour involved offences of any kind and that the actions agreed and undertaken through the MAPPA process were preventative in their nature and intention.

Whilst Mr C complied with supervision, in as much as attending appointments his behaviour continued to cause concern particularly his reluctance to comply with a licence condition that he reside at a specific address and to engage with his supervising social worker in programme work. This behaviour clearly evidenced increased risk of further sexual offending. A review MAPPP examined these adverse developments and agreed that a request for re-call be submitted to the Scottish Government, Justice Division given that there was clear evidence of increasing levels of risk due to Mr C's active attempts to circumvent the arrangements in place to protect potential victims.

As a result of this request Mr C was recalled to custody.

### **Section 13: Summary**

In 2008-09, 320 meetings over 12 sites were held under the auspices of MAPPA. This period has been one in which the experience of the introduction of MAPPA in 2007 was consolidated. The commitment to the training of officers charged with chairing level 2 and 3 MAPPA's continued in 2008-09 at a national level. Within NSCJA the programme of training staff in the use of VISOR continued and is ongoing with the support of Strathclyde Police and criminal Justice Social Work.

The operational context within which MAPPA was delivered was challenging, both in respect of overall work load for all agencies and the impact of staff turnover in the MAPPA unit. The inclusion of restricted patients within MAPPA has extended the scope of the arrangements, has brought health professionals into a more active role including that of Chair and added a degree of complexity in respect of the relationship between MAPPA and the CPA.

Responsible Authorities have been developing a more consistent approach to level 1 MAPPA cases to ensure that a similar level of accountability is applied as with levels 2 and 3.

The key area identified which requires to be progressed in 2009-10 is that of developing a bespoke database to inform and support performance management, enabling reporting to the MAPPA management group.