



Multi Agency Public Protection Arrangements (MAPPA)

Annual Report 2007/08

Strengthening Community
Justice Together

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Introduction

By William Manson

The Management of Offenders etc (Scotland) 2005 introduced a statutory function for Responsible Authorities - Local Authorities, Scottish Prison Service, Police and Health Service to establish joint arrangements for the assessment and management of the risks posed by certain offenders who pose a risk of harm to the public. These Responsible Authorities are required to keep arrangements under review and publish an annual report - this is the 1st annual report.

The introduction of Multi Agency Public Protection Arrangements (MAPPAs) across Scotland in April 2007 introduced a consistent approach to the management of offenders across all local authority and police force areas providing a framework for assessing and managing certain offenders. The fundamental purpose of MAPPAs is public safety and reduction of serious harm.

In Scotland the implementation of MAPPAs has been phased and currently extends to registered sex offenders. Work is, however, on-going to agree the operational detail of extending the arrangements to violent offenders but for the purpose of this report the focus will be on registered sex offenders.

There have always been sexual offenders and they are present in every community. There is no typical sexual offence and no typical sex offender - not all sexual offences and offenders are inherently problematic or dangerous to the public. The vast majority of sexual offending is committed by people known to their victim either a family member, friend or acquaintance.

Sexual offences cause considerable anxiety and although reconviction rates are very low the public is understandably concerned about sex offenders and the risk they may present. Managing the risks posed by sexual offenders within the community is a complex task cutting across the organisational boundaries of local authorities, police, prisons, housing and health services. It is recognised that one of the most important partners in public protection are members of the public and it is vital that they are aware of their responsibility to protect vulnerable members of the community and have confidence to report any concerns they may have. Although risk can never be eradicated the authorities are continually strengthening arrangements and are committed to improving public information and it is hoped that this first annual report will improve awareness of how known sex offenders are managed across Scotland and of recent improvements in public protection

National Picture in Scotland

By William Manson

Who are the MAPPAs offenders?

There are 3 categories of offender eligible for MAPPA:

Registered sexual offenders (Category 1) - sexual offenders who are required to notify the police of their name, address and other personal details and notify any changes subsequently;

Violent offenders (Category 2) – offenders convicted on indictment of a crime inferring personal violence and who are on probation or subject to licence following release.

Other Offenders (Category 3) – 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.

How are they 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 Management The identified risk can be managed by one agency without significant active involvement by other agencies. There is still an expectation that information will be shared and there will be joint working and collaboration between agencies.

Level 2 - Multi-agency Management The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection meetings.

Level 3 - Multi Agency Public Protection Panel As with level 2 but these cases additionally require the involvement of senior officers to authorise the use of special resources and/or to provide ongoing senior management oversight. These cases are generally assessed as presenting a high or very high risk of harm and are the critical few.

William Manson
National MAPPA Co-ordinator

FURTHER INFORMATION

Further detailed information about the National development of MAPPA and related matters can be found on the Scottish Government website.

<http://www.scotland.gov.uk/Publications/2008/04/18144823/0>

Multi Agency Public Protection Arrangements within North Strathclyde CJA

Eight Community Justice Authorities (CJA's) were established across Scotland in April 2006 by the Management of Offenders etc (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. Local authority councillors make up the CJA, with one elected member and a substitute from each constituent local authority. Each CJA employs a Chief Officer. 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.

The CJA has a range of partners from the statutory and voluntary sector. These partners attend CJA meetings and contribute directly to the planning, monitoring and delivery of services.

The Strategic Management of MAPPAs

The Strategic Management of MAPPAs

The strategic direction of the work of the MAPPAs unit and other aspects of the MAPPAs in North Strathclyde CJA are overseen by a MAPPAs Management Group (MMG) in accordance with the requirements set out in Section 11 of the Management of Offenders (Scotland) Act 2005. The MMG also agree with and endorse this report.

They meet on a six monthly basis and the group is chaired by a Chief Social Work Officer. In attendance are representatives at a senior level from the Responsible Authorities – Police, Social Work and the Scottish Prison service together with the Duty to Co-operate agencies such as Housing Services and Health Services from NHS Highland and Greater Glasgow and Clyde Health Boards - a Responsible Authority in relation to Restricted Patients since 1st April 2008.

The group monitor and evaluate the operation of MAPPAs in North Strathclyde and promote the effectiveness of the multi agency arrangements and ensure the information sharing link with other public protection forum such as Child Protection and Vulnerable Adult Arrangements.

Central to the effective sharing of information is the development of the Memorandum of Understanding (MOU) and the Information Sharing Protocols (ISP) between the Responsible Authorities.

National Picture in Scotland

By William Manson

What is MAPPA?

- MAPPA is a set of arrangements established by Police, Local Authorities, the Scottish Prison Service and the Health Service (responsible authorities) to assess and manage the risk posed by certain sexual and violent offenders;
- The fundamental purpose of MAPPA is public safety and reduction of serious harm;
- A number of other agencies are under a duty to co-operate with the Responsible Authorities. These are commonly known as Duty to Co-operate agencies and examples include housing providers, the voluntary sector and the Children's Reporter. The duty to co-operate includes sharing of information and is reciprocal in that it is intended as a means of enabling different agencies to work together, within their legitimate or statutory role whilst retaining responsibility for action;
- The Responsible Authorities oversee arrangements locally.

How do the MAPPA work?

- Information about registered sex offenders is gathered/shared 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 majority of offenders will be assessed as presenting a low or medium risk of harm and will be managed by one agency without the significant or on-going involvement of others. A number of offenders, will, however, require active multi-agency management and their risk management plans will be agreed via MAPPA meetings attended by various agencies;
- Every Community Justice Authority area in Scotland is supported by at least one MAPPA coordinator whose responsibilities include co-ordinating MAPPA arrangements, collating information and attendance at meetings for those offenders deemed to present the greatest risks. There are 11 MAPPA co-ordinators across Scotland.

The MAPPA Working Group (MWG)

Operational issues relating to the working of the MAPPA are reviewed by a multi agency group consisting of managers involved in the MAPPA processes together with the MAPPA 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 MAPPA process.

The Principles governing MAPPA within North Strathclyde CJA

- **Protect known and potential victims**
- **Identify who may pose a risk of harm**
- **Share relevant information**
- **Asses the nature and extent of the risk**
- **Find ways to manage the risk effectively**
- **Establish an effective risk management plan**
- **Monitor and review the plan regularly**
- **Enforce non compliance**

Key Agencies and their Responsibilities

Statutory responsibility is invested in three main agencies: Police, the Local Authority Social Work department and the Scottish Prison Service making them “Responsible Authorities”.

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. All local authorities provide a Throughcare Addictions Service (TAS), which is voluntary for short-term prisoners, and all persons leaving custody are entitled to voluntary aftercare up to 12 months after leaving custody.

National Objectives and Standards for Criminal Justice Social Work lay down that reports to the Court or the Parole Board should include a risk assessment and an action plan for someone on probation or a post-custodial licence should include a risk management plan aimed at reducing the risk of re-offending or the risk of serious harm. Supervision of these orders or licences should be informed by the risk management plan.

Professor George L. Irving’s report Registering the Risk recommended that risk assessments undertaken on registered sex offenders should be done jointly with the police; the police should be notified of any change to the risk assessment and at the end of supervision another risk assessment should be undertaken.

Key Agencies and their Responsibilities

Police

The police have the primary responsibility for the operation of the sex offender notification scheme, and 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 in terms of the sex offender legislation, to initiate enquires where such persons fail to comply with the requirements placed upon them; to 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 to develop, in conjunction with partner agencies, 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 Force and their contribution is overseen by senior staff at the Public Protection Unit in Glasgow.

Scottish Prison Service (SPS)

For all prisoners, the SPS is responsible for carrying out risk and needs assessments to assist in determining the management of the prisoner during sentence and in preparation for pre-release planning and release. Where a prisoner is returning to the community who is subject to level 3 management, SPS will identify a senior manager who will attend the MAPPA meeting.

SPS is also responsible for pro-active working with the Criminal Justice Social Work (CJSW) supervising officer during sentence and 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.

Key Agencies and their Responsibilities

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).

For individuals who are mentally disordered restricted patients, Health assumes a Responsible Authority role, this provision was implemented on the 1st April 2008. The Care Programme Approach has been adopted as the mechanism for the regular review of their management. For all other cases health assumes a Duty to Co-operate status.

NHSGGC is represented at the MAPPA Management Group (MMG) and MAPPA Working Group (MWG). NHSH is represented at the MMG.

Requests for information and/or clinicians attendance at meetings are actioned via a single point of contact and the MAPPA co-ordinator on a case by case basis.

For the reporting period NHSH had no formal arrangement with NSCJA regarding attending meetings however clinicians and health staff contributed and attended on a case by case basis.

Health's involvement to date include the following:

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

Other agencies key to the delivery of risk management plans are given “Duty to co-operate” status under the Management of Offenders Act (Scotland) 2005 and play a significant role in the delivery of MAPPA within the NSCJA area and include the following;

- Local authority housing
- Primary healthcare providers
- Specialist mental health services
- Electronic monitoring provider
- Scottish Children’s Reporter Administration
- Court Services Division
- Voluntary sector
- Registered Social Landlords

Local Authority Housing

As Duty to Co-operate agencies, Local Authority and Registered Social Landlords (RSL) housing providers assist the Responsible Authorities in the management and minimisation of the risk posed to the community 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 for Sex Offenders (NASSO) forms part of the MAPPA arrangements and sets out the requirement and expectations for housing and accommodation providers.

Each local authority has established the role of a local authority Sex Offender Liaison Officer (SOLO) and RSL Link Officers to develop and implement the NASSO. The SOLO is the first point of contact for the Responsible Authorities representing a strategic housing presence at the MAPPA meetings and any other multi agency meeting. The SOLO is also responsible for developing information protocols and liaising with 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.

They have a duty to co-operate with the responsible authorities by

- providing information on suitable accommodation available to allow environmental scans to be completed
- Sharing information
- Working with responsible authorities to minimise risk

How MAPPA works locally in NSCJA

MAPPA formalises the pre-existing good working arrangements between Police, Criminal Justice Social Work and the Scottish Prison Service within NSCJA into a robust structured system with central co-ordination.

A three-tiered system is used (see Page 3) which enables the targeting of resources for those who pose the highest risk to ensure they receive the greatest degree of scrutiny and oversight. However, it is the level of management required which determines entry level to the system and not solely individual risk.

MAPPA provides the legal framework and guidance for agencies assessing and managing registered sex offenders and is not a statutory body in itself.

The protection of children, vulnerable adults and victims is paramount.

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

MAPPA Process

The daily organisation and delivery of MAPPA varies across Scotland reflecting differences in geography, size and volume of cases.

North Strathclyde has opted for a centralised MAPPA unit with MAPPA meetings taking place in the local authority of origin. Each local authority has at least one scheduled day per month for each level meeting.

All existing risk management plans for jointly managed Registered Sex Offenders (RSO) as of 1st April 2007 were initially reviewed as MAPPA 2 to enable a full risk assessment and risk management plan to be identified in each case and ensure multi agency agreement on the appropriate level of management. Thereafter, cases were assigned to either level 1 or 2 depending on the needs of the individual case.

Within NSCJA, each case is led by a "Responsible Authority" consisting either of the police or Criminal Justice Social Work and a senior member of staff from these agencies will chair the meeting. Decisions regarding who will chair is made according to which agency has most statutory involvement in the case.

The MAPPA Unit

- Based at Greenock Police Station, the unit has a MAPPA co-ordinator and an administrative support worker. The co-ordinator was appointed in April 07 with the administrative worker taking up post in July 07. Due to the volume of work, a further administrative worker was appointed in February 08 and is based in the Criminal Justice Social Work Offices in Dumbarton.
- All level 2 and 3 cases are led centrally by the unit.
- 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.
- 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 within NSCJA

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

Notification: The relevant Responsible Authority will forward a notification using a standard form to the MAPPA co-ordinator. For offenders subject to terms of imprisonment this will be at the pre-release stage by the Scottish Prison Service (SPS). Offenders sentenced to a community sentence will be notified to the co-ordinator by Criminal Justice Social Work immediately following sentence. 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 Category 1 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 forwarded to the MAPPA unit where information from a variety of sources is collated and disseminated in preparation for decisions regarding level of entry and identification of key participants at the 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. Depending on the needs of the case, managers, supervisors and operational staff from the Responsible Authorities and Duty to Co-operate agencies will attend. Meetings can be for the purpose of initial case consideration, case review, consideration of case-related issues, or as 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 to reflect defensible decision making. 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 (see page 15). A paper minute is tabled at each review meeting for participants and collected at the end of the meeting.

Risk Assessment/Risk Management

Risk Assessment/Risk Management: The purpose of the meeting is to review the detailed risk assessments provided by the Responsible Authority and a multi agency risk management plan is agreed for each offender, the risk management plan will set out actions to be taken by agencies to minimise the risk. At each meeting, decisions will be 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

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: Exit from MAPPA of an offender is determined by the length of sex offender registration or licence supervision (for Category 1 & 2 offenders) which ever 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 inclusion under Category 3.

Victims

The protection of children, vulnerable adults and victims is paramount and is integral to all aspects of MAPPA. The victim focus of MAPPA includes not only known but new or potential victims. The risk is thoroughly evaluated at each meeting. Some victims will receive certain information as a result of their involvement in the Victim Notification Scheme. In all cases, liaising with victims requires careful handling.

Risk Management for High risk sex offenders within NSCJA

What is a Risk Management Plan?

Risk management planning is linked to risk assessment and 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 1st April 07 to 31st March 08, Risk Management plans for high risk sex offenders with NSCJA have included a range of actions including the following:

- Enforcing conditions of licence or court order which place restriction on the offender's behaviour.
- Attendance at programmes which address the causes of the offending.
- Intensive supervision packages by either the Social Work department together with the police and/or partner agencies.
- Electronic monitoring
- Recommend recall to custody if court order or licences are breached
- Sourcing appropriate housing
- Sourcing appropriate health care
- Joint risk assessments and home visits by Criminal Justice Social 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 own 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

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 and staff within NSCJA adopt an approach which is both investigative and proactive. Staff assess risk in terms of who is at risk and risk of both re-offending and harm.

The tools used are well researched and recognised. In 2005, there was a national training programme for Risk Matrix 2000 which involved police, prison service and social work. A similar programme of training was commenced in 2006 for Stable and Acute 2007.

Risk assessments and the results of participation in programmed work within prison follow prisoners back into the community to enable a seamless process of assessment and risk management.

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 decisions are defensible and risk management plans are as robust as possible.

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 Offices 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 its 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

Treatment Options

A: Community Sexual Offending Groupwork Programme (CSOGP)

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 Sex Offender Groupwork Programme (CSOGP). 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, usually at pre-sentence stage. 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. 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 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 Programme.

Figures for the period 1st April to 31st March 08

CSOGP

16 men involved in the CSOGP

1 induction programme run

1 50 hour Relapse Prevention programme run

Core programme had four modules completed

At the completion of the core module in March 2008 four offenders had completed the 240 hour programme.

In April 2009 four men will be finishing the 100 hour programme.

2:1

24 offenders involved in undertaking work on a 2:1 basis. These offenders were deemed unsuitable for the CSOGP.

11 men finished the work.

2 men failed to attend and a breach was submitted to Court.

5 men subsequently joined the CSOGP

6 men are continuing with 2:1 work

Treatment Options

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 20 offenders.

This sex offender programme is a cognitive behavioural programme designed to reduce the risk of sexual re-offending. It is designed 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 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.

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 reflects actual cases from the NSCJA area, they have been altered and anonymised for reasons of confidentiality.

Case study 1 – John

John was convicted of an offence which would give partner agencies concern in relation to risk to children. Following conviction, the sentencer requested reports from Criminal Justice Social Work (a Social Enquiry Report), Pathways Partnership Project (in relation to risk presented and assessment in relation to suitability for intervention) and Mental Health services (as John was an inpatient at the time of going to Court). These reports are routinely provided to inform the sentencers decision in relation to how best to dispose of the case. The Criminal Justice Social Worker (CJSW) and Pathways worker undertake the interviews for their respective reports together and consult the police and any other source for information (including in this case John's partner) to inform their assessments. During the assessment process the CJSW and Pathways worker ascertained whether there were any identifiable children at risk and determined in John's case that there were no current child protection concerns.

The sentencer imposed a three year Probation Order with condition of attendance at Pathways. John was required to register with the police within 3 days of his appearance as Court as he was placed on the sex offenders register by the Court. John met the requirement to register.

The CJSW made notification to the MAPPA 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 (NHS, CJSW, police, housing and Pathways) being invited. The CJSW making the referral and the MAPPA 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 John's appearance at Court that the complexity of the case required a referral at level 3.

Case study 1 – John cont

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 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 ensuring the psychiatrist was invited to the next meeting as it was considered that he could inform the risk management plan; also requested was a further joint risk assessment by Police and CJSW; the Police were tasked with certain monitoring functions and information gathering in terms of John's proposed leisure activities and the CJSW and the Pathways worker were required to continue to liaise with colleagues in mental health in relation to the stability of John in terms of undertaking the Community Sex Offender Groupwork Programme (C-SOGP). Ongoing contact with John's family was deemed essential to the risk management plan. Each agency's required level of contact with John was determined in line with level of risk. The chairperson concluded the meeting with a consensus from those present that a level 2 review should be held within 3 months. The decision about what level of meeting was required was informed by the risk level presented and the number of agencies involved.

Three months later a level 2 review was held. Action updates were provided by those with actions from the previous meeting and there was also a general information exchange. Any necessary changes were made to the risk management plan in view of any new information provided. As there is continued active involvement from more than one agency and in line with the assessed risk presented to the public, level 2 reviews have continued in respect of John.

Case Studies

Case study 2:

Ian followed a similar path into the MAPPA process as John in case study 1 in that his offence would give rise to concerns about risk to children and he went through the same process at Court (except reports from mental health as Ian did not have a mental health problem) prior to the Court imposing a three year Probation Order with condition to attend Pathways and to undertake unpaid work. Again similar to John, checks were made in relation to any specific children at risk and there were deemed to be no current specific child protection concerns.

Ian's case was referred as a level 2, again with all relevant parties being invited to the initial MAPP meeting. At the initial meeting a consensus was reached with regards 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 the protective factors indicated. Each action on the risk management plan was tasked to a specific person/people to complete and a timescale given. The risk management plan included: the offer of work with Ian's partner in order to enable her to greater understand the risks presented; inclusion in the C-SOGP; monitoring of acute risk factors through CJSW supervision and registration with the police. After taking into account the risk assessments and that Ian's case was predominantly being managed by CJSW, it was deemed appropriate for Ian's case to be managed at level 1. This means that Ian'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.

Case Study 3:

Ewan was referred to MAPPA by the Scottish Prison Service as his offences would give partner agencies concern in relation to risk to children. He was released on licence and subject to sex offender registration.

Ewan was referred and managed as a level 2 and a Risk Management Plan was agreed with clear actions and time scales for each agency involved.

During the MAPPA process, concerns arose regarding his contact with his partner's children. The Responsible Authorities and key agencies including social work, police and health (given his involvement with mental health agencies) were involved in a range of risk management meetings and MAPPA.

Further concerns arose regarding the care of the children resulting in their removal from the care of their mother. This increased Ewan's assessed level of risk and resulted in the convening of a level 3 MAPPP, and reports were submitted to the Parole and Life Sentences Review Commission resulting in Ewan being recalled to custody.

Annual Statistical Information for NSCJA

Offenders managed through levels 1, 2 or 3 of MAPPA between 1st April 07 and 31st March 08

- Level 1 – single agency risk management - 170
- Level 2 – through inter agency risk management - 85
- Level 3 – MAPPP, (critical few) – 13

Of the cases managed at level 2 or 3 between that period

- No offender was convicted of a serious sexual or violent offence.
- 5 were returned to custody for a breach of licence.
- No offenders were returned to custody for a breach of Sexual Offences Prevention Order or Risk of Sexual Harm order.

Category 1 Mappa offenders: Registered Sex Offenders (RSO)

- 1) The number of:
 - RSO's living in North Strathclyde CJA on 31st March 07 = 207
 - The number of RSO's per 100,000 of the population = 33
- 2) The numbers of sex offenders having a registration requirement who:
 - Complied with registration requirements = 198
 - Were reported for breaches of requirement = 16
- 3) The number of:
 - One SOPO was applied for. No RSHO's were applied for during the reporting period.
 - No interim SOPO's were granted, and
 - One full SOPO's imposed by the courts. No full RSHO's were applied for.
- 4) The number of:
 - There were no Foreign Travel Orders applied for, no offenders subject to formal police disclosure and one wanted offender.

Introduction

The Scottish Prison Service (SPS) is an integral part of the justice system in Scotland. Our communities rely on it not only to keep prisoners in custody but also to prepare them for release.

The SPS is legally required to deliver custodial services for all those sent by the courts. In 2007/08 the average daily population in Scottish prisons totalled nearly 7,400 - an increase of 3% on 2006/07, and the highest annual level ever recorded. Around 700 (9.5%) of these prisoners are sex offenders.

SPS complies with the procedures for MAPPA as detailed within Sections 10 and 11 of the Management of Offenders Etc (Scotland) Act 2005. This means that information; risk assessments and action plans relating to sex offenders are shared with Police forces, Criminal Justice Social Work (CJSW) and Health. SPS is preparing to play a full part in the forthcoming expansion of MAPPA to cover violent offenders and other offenders.

Whilst in SPS custody all convicted offenders (not just those subject to MAPPA arrangements) will go through the Integrated Case Management (ICM) process. This is a multi-agency approach that is focused on reducing re-offending by ensuring, where possible, risks are identified and a plan is in place for each offender to reduce those risks in a sequenced and co-ordinated manner.

MAPPA Audits

MAPPA audits were carried out in Autumn 2007 by SPS Audit and Assurance services. Five establishments were audited – Barlinnie, Edinburgh, Dumfries, Peterhead and Polmont. Overall, 4 establishments displayed 'reasonable assurance' (i.e. Satisfactory) that MAPPA arrangements had been implemented to a satisfactory level in the establishments. One establishment – Edinburgh – required a second compliance visit in Spring 2008 to obtain a 'reasonable assurance' rating.

SPS involvement in local and national MAPPA groups

SPS plays a major part in MAPPA groups. MAPPA operational and steering groups at Community Justice Authority (CJA) level are attended by senior SPS staff. SPS is also a key player in the Scottish Government-led MAPPA Working Group.

We work closely with the 8 CJA's and have appointed 4 SPS CJA Liaison managers to facilitate partnership working.

There is SPS representation at all MAPP panels for Level 3 offenders , and representation at Level 2 MAPPA meetings where it is viewed to be an appropriate use of SPS resources. This satisfies the legislative requirement for SPS to share information with partner organisations.

Formal reporting

In this Annual report submission we will formally report on:

- Programme completion for registered sex offenders by establishment and by CJA area;
- Number of completed risk assessments on registered sex offenders; and
- National training statistics for SPS staff in key areas for sex offending.

Programme Completion

SPS provides nationally accredited programmes and other interventions which aim to achieve improvements in the attitudes or behaviours which have led to offending in the past. The programmes encourage offenders to accept greater responsibility in managing their own behaviour and the impact this has on victims and on their own families. The main example for sex offenders is the Sex Offender Treatment Programme (SOTP).

The SOTP programmes for sex offenders take place in Barlinnie, Edinburgh, Peterhead and Polmont. Other prisons may send offenders to these establishments to complete the programmes.

A range of additional accredited programmes (termed Approved Activities) including anger management, relationship skills, and alcohol awareness are made available to sex offenders via an assessment of need.

Altogether, over 200 programmes and approved activities were completed by sex offenders in 2007-08. Some programmes involve more than 100 hours of group and intervention work.

Risk Assessments

Risk Matrix 2000 and Stable and Acute 2007 are the main risk assessment tools used by SPS for sex offenders.

Over 750 risk assessments have been carried out on registered sex offenders in Scottish prisons during 2007-08.

Staff Training

There has been significant training of SPS and Prison Based Social Work (PBSW) staff on the use of the Stable and Acute 2007 (SA07) tools. **83 SPS and PBSW staff were trained in SA07 during 2007-08.** There has already been extensive training in place in SPS on RM2000 in previous financial years, and the training requirement is now less significant. Role play training and training on the delivery of the Sex Offender Treatment Programme (SOTP) were other notable events.

The Risk Management Authority's CD Rom 'Assessing and Managing Risk' (Kemshall et al. 2007) was introduced as a pilot to SPS in December 07. It is hoped to roll this out throughout SPS during the Financial Year 2008-09.

Summary

The financial year 2007-08 has seen the 'bedding in' of MAPPA arrangements across Scotland, not least for SPS as a Responsible Authority. We have worked closely with the 8 Community Justice Authorities (CJA's) and have appointed 4 SPS CJA Liaison managers to facilitate partnership working. SPS is a very active player in MAPPA implementation groups, both at a national and local level.

A lot of effort has been made to embed the MAPPA processes in SPS. MAPPA audits have shown that SPS is satisfactorily implementing the MAPPA arrangements.

Intervention and risk assessment work has been undertaken with sex offenders that are in our care, in preparation for re-integration into the community. Stable and Acute 2007 has begun to be embedded in SPS as a key risk assessment tool to support this work.

A more detailed SPS MAPPA report can be found on the SPS website at <http://www.sps.gov.uk>

Example of good practice

HMP Greenock – Sex Offender Management Meeting

HMP Greenock is the local prison and as such has a prison population which includes a small proportion of remand and convicted schedule 1 offenders and sex offenders. The prison has established a model for managing these prisoners which is the Sex Offenders Management Meeting (SOMM). This meeting is designed to plan the safe management of these offenders both in custody and on release and aims to ensure that all sex / schedule 1 offenders who are "not subject to licence conditions on release" and engaged during their period of imprisonment and to promote the option of voluntary Throughcare support.

Essentially what happens with this model is that prisoners who meet the criteria are identified shortly after reception to HMP Greenock and are then subject to initial assessment, interview and information gathering by prison based social work staff and Scottish Prison Service staff. The information and the risk assessments relating to each individual prisoner and then considered at a sex offender management meeting which is chaired by the Deputy Governor at HMP Greenock and has representation from prison based social work staff other prison managers and hall staff.

The outcome of this meeting is an agreed management plan for each prisoner covering both their period of custody and their release arrangements back into the community.

Key Achievements for 2007/08

- Establishing a central MAPPA unit with 3 dedicated staff servicing the MAPPA needs of 6 local authorities, 14 MAPPA chairs from Criminal Justice social work and Police, across 11MAPPA meeting venues.
- Forensic, Primary and Secondary Specialist Health Services input to a substantial number of Level 2 and Level 3 cases from 2 Health Boards. Health care professionals have supported and contributed to the MAPPA structure both at a strategic and operational level.
- The establishment of multi-agency Performance Management Group(PMG) across the CJA
- 12 MAPPA chairs have received MAPPA Chairs training.
- Briefings by the Chartered institute of Housing conducted.

Key Objectives for 2008/09

- Provide performance information in relation to operational MAPPA to the MAPPA Management and Working Groups.
- Increase awareness and raise profile of MAPPA within Responsible Authorities and duty to co-operate agencies.
- Review the resourcing of MAPPA in preparation for the introduction of violent offenders into the process.
- Review the operational structure and organisation of the central MAPPA unit together with the satellite administrative post in West Dumbarton.
- Incorporate Restricted Patients within MAPPA processes
- Create MAPPA data base to inform performance management.
- Update briefing for elected members



Strengthening Community
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