

The Multi Agency Public Protection Arrangements in Scotland

Annual Reports 2007 / 2008.

The Management of Offenders etc (Scotland) Act 2005 introduced statutory functions and duties on the responsible authorities (Local Authority, Scottish Prison Service, Police and Health Service) to establish joint arrangements for assessing and managing the risks posed by certain offenders.

The responsible Authorities, as part of those arrangements, are required to jointly prepare an annual report and publish it in the area of the local authority and submit it to the relevant Community Justice Authority area. This joint publication satisfies that requirement and has been agreed by the responsible authorities.

This publication also satisfies the requirement placed on Community Justice Authorities under terms of section 3 (10) of the aforementioned Act, to send a copy of the annual report to Scottish Ministers.

These are the first of such annual reports produced by the responsible authorities in Scotland.

Willie Manson
National MAPPA Coordinator..

Lanarkshire
MAPPA
Multi Agency Public Protection Arrangement

MAPPA Annual Report 2007/08
(Text only version)

Lanarkshire Community Justice Authority Area



1. Introduction¹

The Management of Offenders etc. (Scotland) Act 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 (MAPPA) 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 MAPPA is public safety and reduction of serious harm.

In Scotland the implementation of MAPPA 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.

The above Introduction, along with the National Picture and Scottish Prison Service section has been provided by the Scottish Government and Scottish Prison Service. All other sections have been produced by the responsible authorities within the Lanarkshire Community Justice Authority (CJA) area.

¹ Section written and supplied by the National MAPPA Co-ordinator and The Scottish Government

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² Section written and supplied by the National MAPPA Co-ordinator and The Scottish Government

³ Section written and supplied by the National MAPPA Co-ordinator and The Scottish Government

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Throughout this report, there are highlighted quotes. All quotes have been taken from feedback received during the Lanarkshire MAPPA six month review.

The structure of this report has been taken as requested by the Scottish Government from the MAPPA Guidance Version 4 – April 2008 and produced in the style, font and format requested by them for publication.

Sections 1, 2 and 8 have been written and provided by the Scottish Government and Scottish Prison Service and used as required by Scottish Government guidance.

⁴ Section written and supplied by Scottish Prison Service

2. The National Picture⁵

What is MAPP A?

- MAPP A 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 MAPP A 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 MAPP A 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 MAPP A meetings attended by various agencies;
- Every Community Justice Authority (CJA) area in Scotland is supported by at least one MAPP A coordinator whose responsibilities include co-ordinating MAPP A arrangements, collating information and attendance at meetings for those offenders deemed to present the greatest risks. There are 11 MAPP A co-ordinators across Scotland.

⁵ Section written and supplied by the National MAPP A Co-ordinator and The Scottish Government

Who are the MAPPA 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.

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>

3. Area Summary

The underlying concept of MAPPA is to provide systems and processes for relevant agencies to share information about offenders who represent a risk of harm to the community. All relevant agencies in the Lanarkshire Community Justice Authority (CJA) area have a strong commitment to share information and cooperate to put together plans to assess and manage the risks identified.

Not all offenders present a serious risk of harm to the public. The MAPPA is targeted to enable resources and attention to be focused on the small percentage of offenders who present the highest risks of serious harm. Information-sharing and joint working between agencies therefore is fundamental to developing an overarching risk management action plan that combines constructive and restrictive conditions, using internal and external controls, and aims to reduce the risks an offender presents.

MAPPA principally ensures that there is oversight of the management of the most concerning cases and that operationally, this risk is being assessed and managed appropriately. It is important to detail that not all risk can be eliminated, however, the MAPPA aims to promote a safe and secure environment for those who live and work in the Lanarkshire CJA area.

MAPPA has successfully created the correct environment to build on strong working relationships and allow for added responsibility to be placed on all agencies involved in the risk management of offenders. The more holistic multi agency information sharing approach is gaining strong approval from all those involved, who now have the necessary legal backing to monitor more effectively those persons of concern.

- *"MAPPA has progressed the management of Sex Offenders ... into the way they should be managed".*

Lanarkshire CJA Area Profile

The area covered by the Lanarkshire CJA area has undergone dramatic change in recent years and was once known for heavy industry. The area has a rich mixture of traditional urban and rural areas. The population of the Lanarkshire CJA area is currently estimated at 631,500 – 12% of the national population.⁶ This is broken down by local authority area to 323,800 residents in North Lanarkshire local authority area and 307,700 residents in South Lanarkshire local authority area.

⁶ Office of National Statistics - 2008

The population is relatively 'young' compared to the Scottish average, with a significantly high birth rate. Male and female life expectancies are slightly lower than those for Scotland, although they have been rising steadily over time.⁷ The all-cause mortality rate (all ages) is significantly worse (higher) than average, while mortality rates in the under-75s from heart disease, cancer and stroke are all worse than Scottish average.

The area has a 1.2% ethnic minority population that is significantly lower than the Scottish average (2.0%).⁸

Latest figures also indicate that 5,300 of North Lanarkshire's residents were unemployed (average 3.2%) and 3,900 of South Lanarkshire's residents were unemployed (average 2.5%). This compares to the Scottish national average of 2.8%.⁹

The MAPP arrangements came into place on 2nd April 2007. Prior to this date, the Lanarkshire MAPP Implementation Group was established to identify needs and requirements, and to ensure the smooth implementation of these arrangements. This group has now been superseded by a Strategic Management / Steering Group (SMG) that has strategic oversight for the arrangements and their operation. This group is represented by senior managers from all responsible authorities, and chaired by the Head of Adults and Justice Services, South Lanarkshire Council. Responsible authorities represented are:

- South Lanarkshire Council
- North Lanarkshire Council
- Strathclyde Police
- NHS Lanarkshire
- SPS
- The State Hospital Board for Scotland

The membership of the SMG remains under regular review as per the MAPP guidelines, and the group has the ability to invite attendees for multi agency inputs where necessary. In December 2007, in anticipation of restricted patients coming under the remit of MAPP in April 2008, representatives of The State Hospital were invited on to the Group as permanent members in the Lanarkshire CJA area. This allowed staff from The State Hospital to gain valuable experience of the operation of MAPP, and to facilitate a smooth transition in the expansion of those persons subject to MAPP. The members of the SMG also found the input from The State Hospital invaluable prior to the expansion of MAPP.

Under the SMG, there is an Operations sub group. This group reviews issues regarding the functioning of MAPP, the processes in place and reports back to the steering group to offer advice on amendments and improvements to the MAPP

⁷ Scottish Public Health Observatory - Area Profiles 2008

⁸ 2001 Census

⁹ Lanarkshire CJA Business Plan 2008 - 2011

process. This group has core membership from the chairs of Level 2 meetings, the co-ordinator and additional representatives as and when required.

The SMG also has the function to report nationally any strategic and operational issues that are of concern and require to be dealt with in a national forum and to influence the national agenda from the local perspective in Lanarkshire CJA area.

One of the key roles of the SMG, notwithstanding the operational role of MAPPA, includes the development of effective operational and strategic linkages between Adult Protection, Child Protection and MAPPA, the three primary strands of public protection. Direct links between high risk offenders under the management of MAPPA and child protection and vulnerable adult procedures exist and are evident in many MAPPA cases. In such cases, effective links between the three systems are vital, on an operational level, to ensure that all the relevant information is shared amongst the agencies involved and that an agreed consistent approach to risk management is adopted for all involved.

To ensure close working practices, on the SMG, chaired by Heads of Adults and Justice South Lanarkshire Council, is the head of Social Work Services, North Lanarkshire Council, the chairs of both the North and South Lanarkshire Child Protection Committees and the head of Children and Family services in South Lanarkshire Council. This allows immediate linkages with the Child Protection agendas.

- *“Now much more informed about the systems and processes in place across agencies”.*

In the Lanarkshire CJA area, the offices of the North and South Lanarkshire child protection committees are co located in Hamilton and have been since May 2007. The co-located office has strategic local authority child protection staff, a police officer and the NHS Lanarkshire child protection team and seconded staff. Within the Lanarkshire CJA area, the MAPPA Co-ordinator is employed by South Lanarkshire Council on behalf of the responsible authorities and is co-located with these offices. This allows for immediate information sharing and joint working on a number of initiatives in order to maximise resources, reduce duplication and importantly to share best practice and continue to promote partnership working across the Lanarkshire CJA area.

Prior to MAPPA, there had been long standing joint working between those involved in the MAPPA process. This is illustrated with joint management procedures in place for the operation of the Lanarkshire Justice Throughcare, and Drug and Alcohol Testing services across both local authorities. It is this long standing history of joint working and commitment to multi agency partnerships in the Lanarkshire CJA area that has allowed the MAPPA arrangements to be put in place effectively.

Significant Operational Events

A summary of the significant operational events by MAPPA in the Lanarkshire CJA area in the past year include:

- being the first area in Scotland to have a MAPPA Memorandum of Understanding agreed and signed by all Chief Executives, and Chief Constable, of all responsible authorities.
- strengthened partnership working between the responsible authorities and Duty to Cooperate Agencies.
- continuously reviewing local MAPPA arrangements.
- reviewing and expanding membership of the SMG.
- the recruitment of the MAPPA Coordinator and Administrative Assistant, and establishing the MAPPA co-ordination office at Regent House, High Patrick Street, Hamilton, who have:
 - ensured information briefings and presentation given in relation to the promotion of MAPPA to various stakeholders (CJSW, Health, local authority, Housing, Scottish Prison Service)
 - undertaken a six month review of the MAPPA process for all staff and implemented subsequent operational changes
 - prepared interim progress reports on a bi monthly basis for the MAPPA Steering Group, Lanarkshire CJA and other relevant stakeholders
 - undertaken and organised relevant MAPPA training for staff from responsible authorities.
 - represented MAPPA in the Lanarkshire CJA area at national MAPPA Coordinators meetings
 - established procedures to ensure offenders are considered at the appropriate level
 - developed a meeting schedule for Level 2 and 3 cases across the Lanarkshire CJA area.
 - organised local training in risk assessment in conjunction with Risk Management Authority and De Montfort University
 - developed a Notification and Referral process, in line with national guidance for registered sex offenders
 - promoted the use of Government Protective Marking Scheme for all MAPPA information when appropriate
 - continuous liaison with all responsible authorities and stakeholders
 - developed data capture and quality assurance processes for relevant Key Performance and management information for the SMB
 - produced targeted information leaflets for public and staff to raise awareness of MAPPA
 - promote and strengthen linkages between MAPPA, Child Protection and Vulnerable Adult procedures.
 - contributed to the HMIE joint thematic inspection into Child Protection in both local authority areas
 - presentations to child protection committees and elected members in both local authority areas.

Table Top Exercise

In October 2007 both local authorities in the Lanarkshire CJA area, held a "table top exercise".

Held in Bellshill in North Lanarkshire, this had the title "*Safer Communities: Joint table top exercise to improve the management of sex offenders in the community*" and was arranged in Partnership between: North Lanarkshire Council, South Lanarkshire Council, Strathclyde Police, NHS Lanarkshire, Scottish Prison Service, Lanarkshire CJA and the North and South Lanarkshire Child Protection Committees. The programme was provided by Fife Constabulary and Fife Council.

Based on a DVD scenario, the day looked at issues relating to the arrest and prosecution of a man for sexual offences and the range of community-based management issues that this created and the relationship to protecting children.

This was repeated over two days which ensured highest possible level of attendance and an ability to allow responses to local issues to be made each day

Presentations were also received from Professor George Irving, CEOP (Child Online and Exploitation Prevention centre) to an audience of over 250 people over the two days.

Feedback received from all agencies was very positive, with notable comment being that both days were attended by a multidisciplinary and multi agency group of delegates, and the result that many agencies perspectives of the issues they faced when working with offenders and child protection were shared, and level of understanding raised.

Six Month Review

In December 2007, Lanarkshire MAPPA undertook a six month progress review. This review was targeted at those who had been affected by the MAPPA and involved in the process to date, to ensure that the MAPPA works in as robust and consistent manner as possible. It enabled identification of areas where the MAPPA process was working on an operational and local basis and identified for action areas that could be improved further.

Several of the findings included:

- there was widespread consensus that MAPPA in Lanarkshire has been a positive experience for all those involved in the managing of risk posed by offenders
- there has been widespread sharing of information to date, on both a day to day and case by case basis
- there have been significant extra benefits of MAPPA, including increased contacts, awareness of other agencies issues, and confidence that all partners are working towards the same goal

- there was also widespread approval of the style of MAPPA meetings, chairing and organisation behind those meetings, and the full and frank contribution that everyone was asked to make
- there are increasing resourcing issues for those departments and personnel significantly affected by the MAPPA
- there is widespread concern about the incoming resource impact of violent offenders on departments already stretched by current MAPPA legislation.

These findings were taken on board by the MAPPA SMG and actions implemented and improvements made to the process.

4. Roles and Responsibilities

Protecting the public from sexual, violent and other dangerous offenders is best achieved by joint working through MAPPA. In the Lanarkshire CJA area, there is a strong history of agencies working together to protect the public, and although Police and Criminal Justice Social Work are predominantly the lead agencies, the contributions made by other agencies are essential to the process.

The main aim of the MAPPA process is that risk management action plans for serious offenders benefit from the combined information, skills and resources of each agency involved with an offender.

A summary of the roles and responsibilities in relation to Multi Agency Public Protection in the Lanarkshire CJA area is outlined below: -

Strathclyde Police

Strathclyde Police are responsible for the management of Registered Sex Offenders and enforcement activity including the monitoring of these offenders, and the investigation and prosecution of any who re-offend. These responsibilities include maintaining an accurate record of those persons in the Police Force area subject to the notification requirements, to initiate enquiries where such persons fail to comply with the requirements placed upon them; seek preventative orders where appropriate and to manage sex offenders whose current behaviour is of concern.

In the Lanarkshire CJA area, where an offender in the community is subject to no other form of statutory supervision, then the police assume the role of lead responsible authority for that offender and chair the risk management meetings.

Local authorities – Social Work

Responsibility for MAPPA lies with the local authority as a whole, although the lead responsibility lies with Criminal Justice Social Work Services (CJSW).

CJSW staff from both local authorities make a wide-ranging contribution to the work of MAPPA and responsibilities include 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.

Staff are trained in assessing the risks that offenders present and are committed to reducing re-offending and to protecting victims and potential victims. This is done through the supervision, risk assessment and control of offenders and through direct contact with the victims. CJSW are also responsible for co-chairing MAPPA meetings.

If an offender is subject to statutory supervision in the community and is subject to sex offender registration requirements, the case will be jointly managed by the police and the local authority social work services and CJSW will chair the risk management meetings.

The Lanarkshire Justice Throughcare Team based in Bellshill provide the Throughcare service for both North and South Lanarkshire local authorities, illustrating a commitment to partnership working and joint management across the Lanarkshire CJA area prior to MAPPA.

Justice Throughcare Services have three main objectives:

- to assist prisoners and their families to prepare for release
- to help prisoners resettle in the community whether required by statute as part of a licence or because the prisoners seek such a service on a voluntary basis
- to promote greater public safety.

Staff from Justice Throughcare undertake the supervision of a prisoners' statutory licence upon their return to the community. The information obtained through the MAPPA to Throughcare staff and from Throughcare staff to the MAPPA, has been vital in dealing with the highest risk offenders in the Lanarkshire CJA area. Justice Throughcare staff have shown their commitment to the MAPPA process by providing full and detailed reports for each meeting, which have been of great benefit to all other attendees.

The Lanarkshire Justice Throughcare Team attendance at Integrated Case Management meetings across all prisons is the highest in Scotland and well in advance of the KPI set by Scottish Government, and illustrates a commitment to sharing information and protecting the community in the Lanarkshire CJA area.

In addition to individual case management of prisoners returning to the community, workers from the Lanarkshire Justice Throughcare Team, alongside fieldwork staff from local authorities, facilitate the community sex offender group work programme (CSOGP).

- *“Although the amount of pre-work can at times be demanding it makes the MAPPA process more efficient”.*

Other Social Work staff, including Children and Families Social Work Services, have a primary responsibility for the protection of children and vulnerable adults from abuse as local authorities have a duty to promote the well being of children, and to identify and respond to abusive or adverse situations. Personnel from Children and Families Social Work Services attend MAPPA meetings and share information with other agencies where there are concerns about young people who may be considered to be actual or potential victims, either directly or indirectly. This information is shared for the purpose of developing the necessary comprehensive risk management action plans of which a robust victim strategy is a central component.

Local authorities - Housing

A vital role is played by the local authority supported accommodation housing staff in both NLC and SLC. They provide housing support for those in need and their

role within MAPP A is to help in delivering the fundamental aim of public protection, by providing the type of accommodation most suitable to an offender, depending on the level of risk they pose. Dedicated staff work with people subject to MAPP A arrangements and these liaison officers have key roles in the MAPP A process and risk management of offenders. They are also fundamental in having in place exit strategies where a property is no longer suitable and/or the offender's safety is at risk.

- *"It was reassuring to know that a number of other agencies shared the concerns, and acknowledged the relevance of steps we had taken".*

National Health Service

National Health Service (NHS) has played a significant part in MAPP A in the Lanarkshire CJA area, dealing with offenders who have health issues, including mental health problems.

Registered sex offenders may have contact with the health service in a number of different contexts. This will include contact with mental health services where patients receive treatment voluntarily or under the Mental Health (Care and Treatment) (Scotland) Act 2003. Where a registered sex offender has contact with the Health Service then the Health Service has a duty to co-operate with other agencies in terms of information sharing and contributing to risk management.

The Forensic Service team provide statutory mental health services across the Lanarkshire CJA area and are committed to playing their part in the MAPP A process. They are responsible for the assessment and treatment of offenders requiring psychiatric treatment, including offenders who are mentally disordered and have personality disorders. The role that forensic psychology has played in several offenders risk assessment process has proven one of the key advantages of the MAPP A in the Lanarkshire CJA area.

NHS Lanarkshire were one of the first NHS areas in Scotland to have permanent representation at all MAPP A meetings, highlighting their particular commitment to the process, but also an understanding of the significance and opportunity this information sharing gives in terms of increasing the protection of vulnerable people and also staff.

Where there are concerns about risk to staff or other patients then this will be communicated by the MAPP A Health representative to health service staff so that appropriate arrangements to manage any risk to staff or patients can be put in place. In addition where health staff have information that is pertinent to risk management, then this is shared with other agencies.

The State Hospital, based in the Lanarkshire CJA area, is a national facility providing care and treatment to mentally disordered offenders within a high secure environment. All patients are either detained under civil legislation or through amendments to the 1995 Criminal Procedures (Scotland) Act by the Mental Health

(Care and Treatment) (Scotland) Act 2003. The State Hospital liaises with each CJA as appropriate with regards to ensuring Public Protection with regards to those patients who are considered to present such a risk that a referral for MAPPA is required.

The State Hospital is represented on the Lanarkshire CJA area MAPPA steering group in anticipation of restricted patients coming into the MAPPA in April 2008 and the key role the hospital will undertake.

Scottish Prison Service (SPS)

At the end of the custodial element of their sentence, most prisoners managed under MAPPA, eventually return to living in the community. The Scottish Prison Service (SPS) are the responsible authority for registered sex offenders whilst they are in prison and SPS work in close partnership with the Police and local authorities to identify these offenders so that they can access a range of interventions aimed at addressing the offender's behaviour and reducing the risk of reoffending on release. SPS is also able to share information on offenders, such as their behaviour and those individuals whom they have been in contact with whilst in custody. This information can be utilised to often form part of the foundation for the risk management action plan which is developed prior to the offender's release.

- *"The information shared has been a real positive as has the profile each organisation has given to the higher risk individuals".*

Duty to Co-operate agencies

There are a range of other key agencies such as Sacro, Serco, Lanarkshire Association for Mental Health (LAMH), Housing Associations and voluntary organisations who contribute to the MAPPA process in the Lanarkshire CJA area. These agencies are called "Duty to Co-operate" agencies and contribute on a case by case basis and provide invaluable information about known offenders. In Lanarkshire CJA area, there has strong commitment to the process of MAPPA by these most of agencies, and a great understanding that the duty includes sharing of information which is reciprocal, in that it requires the responsible authorities to co-operate with the duty to co-operate agencies and in turn those agencies to co-operate with the responsible authorities. This illustrates the understanding that the effectiveness of public protection depends on more than just a criminal justice response, and a commitment by all involved is required to be effective.

5. The Operation of MAPPA

MAPPA across Scotland has changed the emphasis of public protection to a shared responsibility and priority for all agencies involved in the process. It has created a formal structure that identifies key points of contact and clarity with whom, when and what information should be shared.

- *“Without a doubt the inter-agency partnership working has been crucial to improved information sharing”.*

In order for MAPPA to work effectively, it is necessary to have a process which facilitates the exchange of relevant information between agencies to ensure that offenders risk assessments remain up-dated and the risk management is a co-ordinated process. Indeed, the strength of MAPPA in Lanarkshire CJA area resides in good interagency cooperation where agencies with sometimes very different aims, objectives and working practices come together to focus on the common aspirations of protecting the community from those who are likely to cause serious harm. This is clearly evident across Lanarkshire CJA area.

The risk management structure is based on the principle that cases should be managed at their lowest level consistent with providing a defensible risk management action plan. That is, it is the level of management required, rather than simply assessed risk which determines entry level to MAPPA, i.e. MAPPA is founded on the basis of targeting resources where they are most required. Prior to a referral to MAPPA, joint working arrangements will already be in place.

When assessing risk of harm under MAPPA there is no such thing as 'no risk', only a current assessment indicating:

- **Very High:** There is an imminent risk of serious harm: the potential event is more likely than not to happen imminently, and the impact would be serious
- **High:** There are identifiable indicators of risk of serious harm: the potential event could happen at any time and the impact would be serious.
- **Medium:** There are identifiable indicators of a risk of serious harm: the offender has the potential to cause serious harm but is unlikely to do so unless there is a change of circumstances
- **Low:** Current evidence does not indicate a likelihood of causing serious harm

Making these assessments is aided by use of accredited risk assessment tools. The Police and CJSW staff involved in monitoring sex offenders in the Lanarkshire CJA area make use of Risk Matrix 2000, validated for predicting the likelihood of reconviction for another offence. They also use Stable and Acute 2007 which is designed to assess and track changes in risk status over time by assessing

changeable “dynamic” risk factors. For more information please see section six of this report.

All identified offenders are jointly assessed for the risk of serious harm they may present to victims and the public. Because the circumstances of peoples lives change, the likelihood of re-offending can alter over time too, so assessments are updated if there are significant changes in factors linked to the likelihood of offending.

All offenders who come within the scope of the arrangements are managed at one of three levels. The management level is based firstly upon the assessed risk of serious harm and secondly the extent to which protection of the public requires the continuing active coordination of work and contributions to the risk management action plan from more than one agency.

➤ **Level 1: Single Agency risk Management**

Standard Management, where one agency is primarily responsible, with information being exchanged or liaison taking place with other agencies, as necessary.

Persons assessed as posing a low or medium risk of harm, and those high risk offenders being managed mainly by a single agency will be included at Level 1 of the arrangements. This is the majority of offenders as identified in the statistical information in this report.

It is important to note that information will still be exchanged on these individuals. In all local authority areas, there are regular inter-agency review meetings to look at whether there is new information on level 1 registered sex offenders and if this calls for a reassessment of changes of circumstance and risk. This step by both areas is in addition to the minimum requirements under MAPPA and illustrates the commitment to protecting the public through effective multi agency information sharing.

➤ **Level 2: local inter-agency risk management**

MAPPA Level 2 meetings are held, where an offender poses a high risk of serious harm requiring planned collaboration and the commitment of resources from more than one agency.

Level 2 risk management is used in high risk cases where the active involvement of more than one agency is required to manage the risks posed. The operation of level 2 is organised on behalf of the responsible authorities by the MAPPA Co-ordinator. Meetings will be chaired by a senior representative of either Strathclyde Police or local authority Social Work Service and attendees form a permanent membership comprised of agencies playing an active role in risk management.

Case Study A

Mr A, aged 36, had been found guilty of downloading and sharing indecent images of children for which he received a custodial sentence. Upon release there were increasing concerns that Mr A had been seen in the company of young children and a MAPPA level 2 meeting was convened as per MAPPA guidance.

It became clear through information sharing that Mr A had also made attempts to gain access to children known to him. The subsequent information sharing and stronger links with the Child Protection process for these children was important. Children and families social work continued to provide further updates and be a key member of that MAPPA for Mr A.

There was also concern expressed by MAPPA over his potential access to unrelated children through new relationships with female vulnerable adults in different localities. As a result of the MAPPA, direction was given to hold joint meetings between locality Social work involved in the respective families to share all information.

It was through efficient inter agency sharing of information that these children were able to be identified effectively. The role of NHS Lanarkshire in providing this information was vital in confirming identities and previous registered addresses of vulnerable children and adults to all agencies.

There developed also concerns about the employment gained by this person and potential access to vulnerable people. A Disclosure was made to the employer by the Chief Constable of Strathclyde Police, and the person was relieved of that position, reducing that risk.

The risk posed by Mr A remains under constant review, with six MAPPA level 2 reviews being held during 2007/08.

➤ **Level 3: MAPPP Multi-Agency Public Protection Panel (MAPPP)**

The Multi Agency Public Protection Panel for the 'critical few' high or very high risk offenders who require an enhanced level of co-ordination, or cases where there is media interest and/or significant community concern.

The MAPPP is responsible for offenders in level 3, who are expected to be the "critical few". Referral to the MAPPP takes place when the offender is assessed as being a high or very high risk of imminent serious harm.

The risks can be managed only by close co-operation at a senior level, due to the complexity of the case or unusual resource requirements or where there is a high risk of media scrutiny or public interest in the case.

The MAPPP is comprised of senior staff members who understand risk assessment and risk management and have the ability to commit significant resources without additional delay. The MAPPP may also consider wider practice issues arising from panel meetings and have a role in disseminating "good practice" within their organisations in relation to offender management.

In the Lanarkshire CJA Area, the Level 2 meetings are chaired by Detective Chief Inspector, Strathclyde Police Public Protection Unit, a Criminal Justice Services Manager, SLC, or the Restorative Justice Manager, NLC. The Level 3 meetings are chaired by Detective Superintendent, Strathclyde Police Public Protection Unit, the Head of Adults and Justice Services SLC or the Head of Social Work Services, NLC.

It is important to note that these levels of risk management are not fixed, but may change over time as measures are put into effect, or as circumstances change and the assessment of risk is revised.

The aim of all MAPPA meetings is to develop Risk Management Action Plans. The role of the risk management action plan determines what action needs to be taken to minimise the risks posed by a particular individual. The following list provides examples of action taken by various agencies in 2007/2008 to manage the risk posed by these offenders:

- providing increased resources to support victims
- formally disclosing where necessary an offenders offences to protect the public and / or specific individuals
- ensuring offenders are housed in appropriate accommodation including specialist approved premises, whereby their movements and behaviour can be regularly monitored
- placing controls on offenders' behaviour through strict licence conditions or civil orders e.g. banning contact with certain individuals – particularly victims and imposing restrictions on types of employment
- intensive supervision of offenders by a probation case manager / specialist police officer

- implementation and completion of 'treatment' programmes that address the causes of offending behaviour
- ensuring offenders receive appropriate mental health care and support
- development of support networks involving voluntary agencies
- 24 hour support in the community by dedicated staff
- electronic tagging of offenders
- contingency plans and rapid response arrangements made with the local police
- the use of more sophisticated police tactics for monitoring
- the recall of offenders to prison if licences/orders are breached.

Beyond any legal commitment to MAPP A, throughout 2007/08, in both North and South Lanarkshire Council Areas, there has been continued local authority and Police liaison meetings.

These have been continued to allow discussion on those persons who have not been referred at level 2, and is good practice in allowing discussion of any issues of concern, and then raised to the MAPP A if necessary.

These meetings, going beyond a requisite for MAPP A, use the MAPP A format and have allowed for discussion of these individuals, and looking at the potential for future referral to the MAPP A process.

- *"All meetings attended by myself have followed the same format and have dealt with the major issues at hand. The level of consistency has been high".*

Case Study B

Mr W had offended against family members over a period of several months by abusing a position of trust. After initially admitting his guilt, during his time within SPS estate, his position of acceptance moved to one of persistent denial.

As a result of this and concern over previous behaviour, a MAPPA level 2 was held prior to Mr W's release from prison. Mr W was released on a non parole licence with a 12 month extended sentence licence in 2007.

Prior to release, there were particular issues that made housing Mr W problematic. As a result of risk assessment and searching for the most suitable accommodation, through extensive work by Housing and Social workers involved, the anxiety that Mr W had about returning to the community, was alleviated once this accommodation was identified and in place. As a result of lowering fear and anxiety, his subsequent level of risk reduced. He started to once again accept responsibility for his offending and he disclosed this acceptance to his family.

Mr W commenced the Community Sex Offenders Groupwork Programme, and worked with APEX to secure suitable employment. As a result of this proactive multi agency work, his risk level was reduced and Mr W is being monitored as a MAPPA level 1.

6. Developments in work with high-risk offenders

Staff Training

Staff within Strathclyde Police, Criminal Justice Social Work, and Prisons have been trained in the use of the primary actuarial risk assessment tools, namely Stable and Acute 2007 (SA07) and Risk Matrix 2000 (RM2000). The Risk Matrix 2000 instrument provides an estimate of the long-term likelihood of reconviction for a sexual or a non-sexual violent offence; individuals are assigned accordingly to the various risk categories incorporated into the instrument (Low, Medium, High and Very High).

The Stable and Acute 2007 are specialized tools designed to assess and track changes in risk status over time by assessing changeable “dynamic” risk factors. “Stable” dynamic risk factors are personal skill deficits, predilections, and learned behaviours that correlate with sexual recidivism but that can be changed through a process of treatment or supervision. “Acute” dynamic risk factors are highly transient conditions that would only last hours or days. These factors are rapidly changing environmental and intrapersonal stresses, conditions, or events that have been shown by previous research to be related to imminent sexual re-offence.

These instruments are used to inform correctional managers as to how much risk they are managing, to inform decisions on levels of community treatment and supervision, and estimate changes in risk status pre and post treatment or other interventions.

The Risk Management Authority and De Montfort University undertook training within Lanarkshire CJA area on “Assessing and Managing Risk”, and the launch of a new CD Rom resource. This was the only training they undertook specific to a single MAPP A area in Scotland, and it was well received by all attendees. Positive feedback was also given on the enthusiasm and knowledge of those attending the course by the trainers.

ViSOR

Police and designated social work employees and administrative support have in the past year been trained in ViSOR. ViSOR (Violent Offender and Sex Offender Register) is an IT database to facilitate multi-agency information sharing in relation to Registered Sex Offenders, Non Registered Sex Offenders, Violent Offenders, Dangerous Offenders and Potentially Dangerous Persons. An offender (the nominal) included on ViSOR will have either a criminal conviction for a relevant offence or will be considered to present a level of risk or concern which requires ongoing assessment and management. At present in Scotland those records held on ViSOR relate to Registered Sex Offenders and those non registered Offenders whose current behaviour is of concern.

7. Victim Work and Support

When planning for the community management of offenders, the protection of victims is of paramount importance and is at the core of the MAPP A process in the Lanarkshire CJA area.

Addressing the needs and circumstances of individual victims requires different responses, with support and information being available throughout the criminal justice process. The victim focus of the MAPP A includes not only those most easily identified as the victim(s) but those who, while not directly involved with the offence itself, have been seriously affected by it – such as the family of the victim.

It is the consideration of victim issues that clearly illustrate the importance of effective housing and relocation arrangements for offenders. In the Lanarkshire CJA area, the location of suitable housing always places victim issues at the forefront of risk assessment of accommodation. With housing and supported accommodation being key members of all MAPP A meetings, victim issues remain at the forefront of offender management in the Lanarkshire CJA area. This direct focus minimises the potential of an offender being released from custody and being accommodated within the same neighbourhood locality as a victim.

There has been extensive use of Police I2 charts and association networks to identify links between offenders and victims. MAPP A in the Lanarkshire CJA area has received substantial support from local analytical units in Strathclyde Police North Lanarkshire and South Lanarkshire Divisions. They have offered effective visual insights and graphical representations of association networks for those offenders with complex offending histories and associates. These products have been commented upon most favourably by attendees at the respective meetings, and allow all persons to understand at a glance, many of the victim protection issues involved. These networks have allowed for linkages to be made between victims and the offender and any associates, allowing all agencies to clearly interpret the future risk posed.

The use of formal disclosure to protect victims is discussed at all MAPP A meetings in the Lanarkshire CJA area. Strathclyde Police realise that they have a common law duty to prevent and detect crime and a corresponding power to disclose information where necessary for the prevention and detection of crime. Under this a duty to consider disclosure and in exercising this significant power Strathclyde Police always act fairly, have regard to the circumstances of the case and recognise that such disclosure is an exception to the general principle of confidentiality.

To complement MAPP A, Strathclyde Police introduced a Public Protection Unit which is committed to addressing not just offender issues, but also putting as a top priority victim issues. This unit takes a holistic approach to the management of sex offenders, domestic abuse, child protection and family liaison issues.

The Strathclyde Police Public Protection Unit will continue to work with partner agencies to ensure all victim issues are taken into consideration when an offender is released into local communities.

Within the Lanarkshire CJA area, the Victim Notification Scheme provides a service to victims of crime. This is a statutory scheme and gives the eligible victims of very serious crimes the right to receive information about the offender's progression within prison and eventual release.

The Scheme has two primary objectives:

- to ensure that victims and/or their families are fully aware of the custodial process and are kept informed of any relevant developments in the offenders sentence; and
- to ensure that victims and/or their families are given the opportunity to express any concerns they may have regarding the offenders release arrangements.

Partners in the Crown Office and Procurator Fiscal Service (COPFS) identify the current cases where there are eligible victims. Typically, these apply to cases where the offender has been sentenced to a period of imprisonment of 4 years or more, including life sentences, detention without limit of time and extended sentences where the total of the custodial term and the extension period amounts to 4 years or more.¹⁰

Victim Information and Advice (VIA) which is part of the Crown Office and Procurator Fiscal Service, also gives factual advice and support to victims on the progress of their case, from the time that it is reported to the Procurator Fiscal through to the trial. If the offender lodges an appeal, victims will normally be kept informed of developments by the local Procurators Fiscal Office.

Victim Support Scotland and its Witness Service arm, as well as Women's Aid and Rape Crisis services, and other voluntary agencies, also offer practical and emotional support to victims.

¹⁰ Scottish Prison Service

8. Statistical Information.

Reporting period 1st April 2007 to 31st March 2008

Category 1 MAPPA Offenders: Registered Sex Offenders (RSO)

The number of:	
<ul style="list-style-type: none"> • RSOs living in Lanarkshire CJA Area on 31st March 2008.^{11, 12} 	294
<ul style="list-style-type: none"> • The number of RSOs per 100,000 of the population 	47

The number of sex offenders having a registration requirement who:	
<ul style="list-style-type: none"> • Complied with registration requirements; 	282
<ul style="list-style-type: none"> • Were reported for breaches of the requirements to register between 1st April and 31st March each year. 	12

As of 31st March 2008, there were no Registered Sex offenders from the Lanarkshire CJA area defined as "wanted" as per the MAPPA Guidance.

As of 31st March 2008, one Registered Sex offender from the Lanarkshire CJA area was defined as "missing" as per the MAPPA Guidance. This person was subsequently detained in April 2008, and placed in custody.

The number of:	
<ul style="list-style-type: none"> • Sexual Offences Prevention Orders (SOPOs) /Risk of Sexual Harm Orders (RSHOs) applied for ; 	0
<ul style="list-style-type: none"> • Interim SOPOs/RSHOs granted; and 	0
<ul style="list-style-type: none"> • Full SOPOs/RSHOs imposed by the courts between 1st April and 31st March each year. 	0
<ul style="list-style-type: none"> • Foreign Travel Orders applied for; 	0
<ul style="list-style-type: none"> • The number of Foreign Travel Orders imposed by the courts between the 1st April and 31st March each year. 	0

¹¹ Strathclyde Police – Public Protection Unit

¹² This figure includes a limited number of offenders who have remain registered within the Lanarkshire CJA area, but are currently in SPS establishments and have not been through the MAPPA process as a result.

Offenders Managed Through Levels 1, 2 Or 3 of The MAPPA

Identify how many MAPPA offenders in each of the three categories have been managed between 1st April and 31st March as follows:	
• Level 1 – single agency risk management	201
• Level 2 – through inter agency risk management	69
• Level 3 – MAPPP, (critical few)	5

Table 1: Ethnic origin of those subject to MAPPA

Ethnic Origins			
White British	98.8%	Black African	0%
White Irish	0%	Black British	0%
White Other	0%	Chinese	0%
Indian	0%	Mixed Race	0%
Pakistani	1.2%	Any Other	0%
Bangladeshi	0%	Black Caribbean	0%
Other Asian	0%		

Source: Lanarkshire CJA Area MAPPA

The majority of Registered Sex Offenders within the Lanarkshire CJA area are White and of U.K Origin. Only two offenders were classed as non white, both classed as being of Pakistani origin. 1.2% of the population in Lanarkshire CJA area is classed as minority ethnic¹³, which is lower than most other areas in Scotland, and is reflected in the lack of diversity in ethnic origin of those subject to MAPPA.

¹³ <http://www.scotland.gov.uk/Publications/2005/06/22110457/05107> - Review of Census Ethnicity Classifications

Table 2: Age profile of offenders subject to MAPP

Age	Percentage
17-19	3%
20-29	19%
30-39	21%
40-49	25%
50-59	17%
60-69	10%
70-79	5%
80+	1%

Source: Lanarkshire CJA Area MAPP

Table two above illustrates that those currently subject to MAPP in Lanarkshire CJA area, are aged across the full age range spectrum, from 17 to 93 years of age. The average age of offenders currently subject to MAPP in the Lanarkshire CJA area is 43 with most offenders being aged between 21 and 60 years old.¹⁴

Table 3: Gender of those subject to MAPP

Gender	Number	Percentage
Male	269	98%
Female	6	2%

Source: Lanarkshire CJA Area MAPP

All offenders subject to MAPP are male, with the exception of six female offenders. These six offenders are all level 1 offenders, with four convicted of lewd and libidinous behaviour.

¹⁴ Please note this is those currently subject to MAPP and not the age of when their offence was committed

Table 4: Index offences of those subject to MAPPA

Index Offence	Percentage
Lewd, indecent or libidinous behaviour or practices.	31%
Indecent assault.	16%
Rape.	12%
Breach of the Peace – Sexual	9%
Public Indecency	6%
Unlawful intercourse with girl under 16	6%
Possession of indecent images of children).	6%
Indecent behaviour towards girl between 12 and 16).	4%
Assault with intent to rape or ravish.	4%
Taking and distribution of indecent images of children).	3%
Shameless indecency	2%
Assault – Sexual	1%
Sodomy	1%

Source: Lanarkshire CJA Area MAPPA

Table four above illustrates the percentage breakdown of those Registered Sex Offenders in the Lanarkshire CJA area by Index offence. The above data only includes those offences where there was more than one person convicted. The largest percentage of offenders, were convicted of Lewd, indecent or libidinous behaviour or practices, with 16% being convicted of Indecent Assault and 12% due to committing rape.

Table 5: Further convictions and compliance of those subject to MAPPA

Of the cases managed at level 2 or 3 between the 1st of April and 31st March, how many whilst managed at this level:	
• were convicted of a further serious sexual or violent offence	0
• were returned to custody for a breach of licence (including those returned to custody because of conviction of further serious sexual or violent offence)	5
• were returned to custody for a breach of Sexual Offences Prevention Order or Risk of Sexual Harm Order	0
• breached their licence but were not returned to custody	2
• were subject to formal disclosure	1

Source: Lanarkshire CJA Area MAPPA

Table five above indicates that within the Lanarkshire CJA area, no RSOs were convicted of a further serious sexual or violent offence within the reporting period, and five were returned to custody for a breach of licence.

9. The Scottish Prison Service¹⁵

The Scottish Prison Service (SPS) is an integral part of the justice system in Scotland. Communities rely on the SPS to not only 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 all 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, along with all responsible authorities, 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 including those subject to MAPPA, 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 CJA level are attended by senior SPS staff and SPS is also a key player in the Scottish Government-led MAPPA Working Group. SPS have appointed 4 SPS CJA Liaison managers to facilitate partnership working.

There is SPS representation at pre-release MAPP panels for level 3 offenders (and by invitation, where required, to subsequent MAPP panels). Also, there is SPS 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.

¹⁵ Section supplied by Darren Moss – MAPPA Project Manager SPS

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, 28 of whom were from the Lanarkshire CJA area. Some programmes involve more than 100 hours of group and intervention work. Further details of treatment programmes can be identified in section 10.

Risk Assessments

As with all responsible authorities, 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.

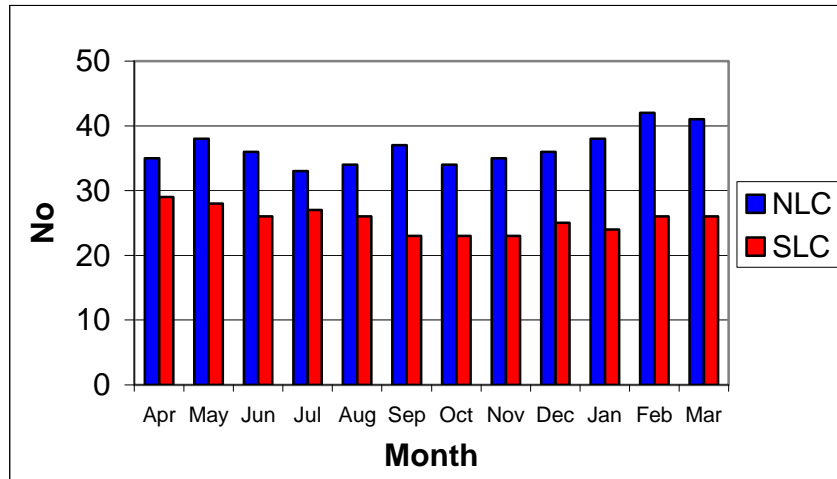
Staff Training

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.

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

In the Lanarkshire CJA area, there are approximately 70 RSOs in SPS establishments each month.

Figure 1: Lanarkshire CJA area RSOs in SPS establishments in 2007/2008¹⁶



Source: SPS

HMP Addiewell

A significant development for the Lanarkshire CJA area is that HMP Addiewell in West Lothian will take its first prisoners on December 12 2008. It will accommodate 700 male remand, short and long term prisoners, coming mainly from the Lanarkshire CJA area and arriving over a phase-in period. Both adult and young prisoners will figure in the prison's population.

HMP Addiewell will play its part in helping to achieve the Scottish Government and Scottish Prison Service's goal of reducing re-offending. The concentration at Addiewell is on developing ways of achieving the nine "Prisoner Outcomes" detailed in the SPS Business Plans for 2006-07 and 2007-08 and in the National Strategy for the Management of Offenders.

It will be a "learning" prison, a place where prisoners can address not only their offending behaviour and individual circumstances which led to their imprisonment, but also where they can be helped to improve their employability prospects, their wellbeing and community support networks, not least those involving their friends and families. That approach has been a major influence on designing both the physical structure and the regime for the new prison.

Kalyx Services, a wholly-owned subsidiary of Sodexo, have a 25-year Public Private Partnership (PPP) contract to operate the prison on behalf of the SPS. Kalyx has substantial experience of operating prisons, including responsibility

¹⁶ Lanarkshire CJA

currently for three prisons in England containing some 2,000 male and 760 female prisoners.

Audrey Park, Director in charge of HMP Addiewell, commented: *"The prison will operate within a set of guiding principles which will help shape what is done and what is delivered for prisoners, staff, visitors and other stakeholders, including local and wider communities. Working with Lanarkshire Community Justice Authority, other relevant CJA and other agencies, we will strive to make a positive difference to the lives of the individuals entrusted to our care."*

10. Treatment Programmes

Within the Lanarkshire CJA area, groupwork for sex offenders has been in existence for a considerable time, prior to receiving central funding from the Scottish Government. More recently the accredited CSOGP programme has been used and there are 12 people trained as facilitators and room to accommodate 40 new entrants to the programme per year. In 2007/08 all these places were fully accommodated. There were 31 successful completions, with 8 treatments ongoing, and only one failure from the course.

Table 6: CSOGP breakdown

Spaces 07/08	Allocated 07/08	Completions 07/08	Ongoing	Failed	Total
40	40	31	8	1	40
100%	100%	77.5%	20%	2.5%	100%

Source: Lanarkshire CJA Area MAPPA.

The Community Sex Offender Groupwork Programme (CSOGP) is a cognitive-behavioural treatment programme for adult males (21+) and is supported by the Scottish Government as the preferred mode of treatment for sexual offenders in the community. The staff involved in the CSOGP are trained to an accredited standard and undertake ongoing practice review and support as part of the process.

The programme is split into three parts: Induction (50 hours), Core (170 hours), and Relapse Prevention (50 hours). These groups are run across the Lanarkshire CJA area by Justice Services on a rolling programme and offenders are referred and assessed on an ongoing basis. The assessment phase of the CSOGP makes effective use of available information, including results from shared assessment tools – specifically Risk Matrix 2000 and Stable and Acute 2007. The type and frequency of group is determined by the presenting referrals and they are run in both local authority areas. Where necessary, resources are shared to ensure treatment integrity and business continuity.

There are clear systems for feedback between Case Managers supervising the offenders in their communities and the CSOGP facilitators who undertake the groups on a weekly basis. The information provided from the CSOGP process is extremely relevant to the MAPPA / risk management process and can add a particular dimension when considering offender behaviour and risk assessment.

The training programme for staff involved in the CSOGP is facilitated by the Effective Practice Unit at the Scottish Government, whereas other training developments – such as ViSOR – are run on a local basis.

Risk assessment for the programme is based mainly on the SA07 format and all social workers preparing Social Enquiry reports for the courts are trained in this tool. For some of the more difficult and high risk cases personality disorder assessment can be carried out if appropriate.

The development of the CSOGP is an evolving, continuous process that learns lessons about what makes the system more effective and then seeks to implement these changes. This is aided by forums such as the National Development Group (Sex Offenders) – hosted by the Centre for Criminal Justice Social Work (Edinburgh University) and the Treatment Manager’s Forum – a new development facilitated by the Effective Practice Unit at the Scottish Government.

Case Study C

Mr L was a 43 year old man with a long term history of involvement with the justice system stemming from issues related to substance misuse, mental health problems and a chronic pattern of offending. For many years his lifestyle was characterised by short-term sentences, homelessness and homeless accommodation, poor familial relationships and offence-supportive peer influences.

Mr L’s offending was wide-ranging from crimes of acquisition (fraud, shoplifting, etc.) to lifestyle offences such as breach of the peace and common assault.

However, Mr L was latterly convicted of serious crimes against male children and was regarded as a high risk offender due to the nature of these convictions and his previous involvement with the justice system.

Initially, the focus was to stabilise Mr L’s lifestyle in the community by surrounding him with an extensive package of care and support. A significant component of this package was that he would be subject to regular monitoring on an inter-agency basis as Mr L was subject to a statutory licence and also registration under Part 2 of the Sexual Offence Act 2003.

Throughout the period of his licence and registration, Mr L was the subject of regular and detailed inter-agency reviews that looked at the issues of risk and harm and made plans for Mr L’s supervision in the community.

Mr L was assessed as being suitable for inclusion. Initially, he was most reluctant to participate, but was mandated to do so as part of his licence conditions. Over the period of a few months, Mr L settled into the group and made good progress in understanding the nature and extent of his sexual offending. He expressed that this was the first time in his life that he actually has some understanding of why he did what he did and, more importantly, began to appreciate that there were alternative ways in which he could meet his needs.

Apart from progress being made within the CSOGP, Mr L began to become more amenable to both Social Work and Police involvement in his life and, overall, his lifestyle pattern began to settle as he was able to significantly reduce his substance use, lessen his anti-social behaviours and, for the first time in his life, sustain a tenancy in the community.

Accredited SPS Programmes¹⁷

The following are details of accredited programmes run in SPS establishments where appropriate

The main programmes for sex offenders take place in Barlinnie, Edinburgh, Peterhead and Polmont. Other prisons may send offenders to these establishments to complete the programmes. 28 programmes were completed by registered sex offenders from Lanarkshire CJA area in 2007-08.

Sex Offender Treatment Programme (Core SOTP) – 210 hours in length

- Designed to provide the opportunity for adult prisoners and Young Offenders to address their sexual offending behaviour
- Treatment Goals: Challenge thinking patterns; Develop victim empathy; Develop relapse prevention skills.

Adapted SOTP – 160 hours in length

- Designed to provide the opportunity for adult prisoners and Young Offenders with learning disabilities or borderline learning disabilities to address their sexual offending behaviour.
- Treatment Goals: Increase sexual knowledge, Modify offence-justifying thinking, Develop the ability to recognise feelings in themselves and others, Gain an understanding of victim harm and Teach relapse prevention skills.

Extended SOTP – 150 hours in length

- Designed to help prisoners who completed [Core] SOTP, but require further work to understand their sexual offending and learn how to control it.
- Treatment goals: to develop a deeper understanding of the patterns underlying sexual offending and to learn how to control them.

Rolling SOTP - 100-120 hours in length (dependent on level of needs and speed of progress)

- Designed to provide the opportunity for adult prisoners sentenced to less than 4 years to address their sexual offending behaviour in full.
- It can also be used to help adult prisoners who have successfully completed the Core 2000 SOTP programme and need to carry out further work prior to release, but, might not require the Extended-SOTP programme.
- Treatment Goals: Challenge thinking patterns; Develop victim empathy; Develop relapse prevention skills.

¹⁷ SPS – Darren Moss MAPPA Project Manager

11. Summary and Forward Plans

MAPPA has had and will have a significant impact on practice and strategic planning within and across all the agencies involved, particularly the responsible authorities. MAPPA has changed the emphasis of public protection, making it an explicit priority for all agencies involved in the collaboration of risk management action plans.

The introduction of MAPPA is akin to the introduction of Child Protection Procedures and it is likely that it will proceed to have a similar impact on practice and service delivery, whilst more broadly heralding a cultural shift in the way in which public protection is perceived, organised and managed.

Within the Lanarkshire CJA area, there has been considerable progress achieved within the first year of operation, particularly in the areas implementation, strengthening and promotion of the MAPPA.

Proposed future actions cover areas that include:

- the continued interaction and development between the three strands of public protection. The increasing links allows opportunities to share best working practice between MAPPA, Child Protection and Vulnerable Adults, and is necessary to ensure robust links for information sharing between key agencies and structures to enhance the performance of MAPPA.
- the future development of the Strategic Management Group and Operational sub Group, and to strengthen reporting arrangements between these groups and the CJA
- the continued development and implementation of the innovative MAPPA Database for co-ordination of MAPPA information to ensure robust practices are implemented
- ensuring effective and comprehensive minutes are taken at all meetings. This includes continuous training for minute takers and also ensuring specialised support is available for them for the issues that are discussed at the meetings, to develop suitable coping mechanisms
- continuously reviewing the MAPPA process and local arrangements and further evaluating the operation of the MAPPA in Lanarkshire CJA area. This will take into account national and wider developments, as well as localised protocols and developments
- establishing quality assurance criteria to obtain an improvement in the quality, consistency and efficacy of the operational practice of MAPPA
- to continue to identify the learning and action points from MAPPA level 2 and 3 offenders and meetings to ensure that multi-agency working and the public protection arrangements are continually improved and reviewed

- to continue to market the positive impact that MAPPA has had within the Lanarkshire CJA area.

Future challenges

There are many future challenges that face the MAPPA. Many of the challenges identified in the Lanarkshire CJA area will be addressed both individually and locally, while the more complex challenges will, in the next reporting period, require to be addressed on a national basis. The areas of future challenges for MAPPA, locally and nationally, include:

- continuing to ensure that the appropriate accommodation and housing is available. With increasing number of risk assessments being undertaken to inform risk management, identifying suitable accommodation is more targeted than ever before. Continuously identifying new and suitable accommodation for high risk offenders in the local community is difficult, while suitable national engagement with registered social landlords will always be crucial
- continuing dialogue to address the lack of nationally agreed protocols and formal routes for engagement with the Department of Work and Pensions
- increasing public awareness of sex offenders in the community can result in members of the public more readily identifying people who they believe are a risk. Duty of care ensures that housing services are again often called in to provide suitable short-term 'emergency' accommodation for many individuals while ensuring suitable risk assessed accommodation is available for these eventualities
- overcoming the increasing technological complexities of information sharing in a multi agency environment will always be a challenge. This is critical in real time emergency situations, and that information now requires to be shared with increasing numbers of agencies and staff
- appropriately managing public expectations of the MAPPA and ensuring appropriate levels of public awareness
- overcoming the increasing resource implications and stretching of current resources. The lack of additional resources given for MAPPA to responsible authorities, will impact on the ability to effectively deliver services with increasingly limited resources
- managing those cases where the risk an offender poses is not known.