

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..

Annual Report

2008



Multi Agency Public Protection Arrangements

South West Scotland Community Justice Authority

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The structure of this report has been taken as requested by the Scottish Government from the MAPPA Guidance Version 4 – April 2008.

Sections 1, 2 and 9 have been written by the National MAPPA Co-ordinator and SPS and used in whole and as instructed by them

Annual Report: MAPPA: South West Scotland Community Justice Authority

The following section has been supplied in whole by the Scottish Government and is required to be included in all MAPPA annual reports.

1. Introduction

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 (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 following section has been supplied in whole by the Scottish Government and is required to be included in all MAPPA annual reports.

2. NATIONAL PICTURE IN SCOTLAND

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.

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 Responsible Authorities within the 8 Community Justice Authorities were tasked in October 2006 by the then Scottish Executive with implementing the Multi Agency Public Protection Arrangements, to best meet the demands of their local area. These arrangements became effective across Scotland from 2nd April 2007 as a means of implementing Sections 10 and 11 of the Management of Offenders (Scotland) Act 2005. This report refers to the arrangements within the South West of Scotland Community Justice Authority area.

The underlying concept of MAPPA is to provide systems and processes for relevant agencies to assess and manage the risks presented by sex offenders, violent offenders and those offenders who present a significant risk of harm. In the period 2nd April 2007 to 31st March 2008, MAPPA concerns the assessment and management of Sex Offenders.

MAPPA requires that agencies share information about individuals who represent a risk to the community to reduce the likelihood of re-victimisation or of other people becoming the victims of such crimes. Where appropriate, the agencies will cooperate to put together plans to assess and manage these risks. The overarching purpose of MAPPA is public protection and the primary function of the MAPPA meeting is the scrutiny of risk assessment, information sharing, and the development, ratification and review of risk management plans. MAPPA meetings principally ensure that there is oversight of the management of the most concerning cases and that operationally, risk is being assessed and managed appropriately.

The MAPPA is specifically targeted to enable resources and attention to be focused on the small percentage of offenders who present the highest risks. Information-sharing and joint working between agencies is key to its effectiveness in developing a risk management plan, which aims to reduce the risks an offender presents and promote a safe and secure environment for the local community.

Individual offenders are as diverse as the general population, revealing differences in age, gender, class, ethnicity, religious persuasion or affiliation, sexuality, educational attainment and so on. Similarly, offenders do not all present an identical risk of re-offending. Thus, the effective management of each offender's risk needs to focus on those factors associated with known and identified risks. This usually means combining constructive and restrictive conditions within one overarching risk management plan.

Constructive interventions are oriented to the development of 'internal controls' which seek to increase the offender's capacity for self risk management. Such interventions are designed to effect change in an offender's behaviour in order to lower the likelihood of re-offending.

Constructive interventions include direct individual work with offenders to alter their behaviour by, for example, including them in accredited programmes; addressing behaviours linked to re-offending like alcohol or substance misuse; improving employability, or assisting an offender to obtain and retain suitable accommodation.

Restrictive interventions seek to exert 'external controls' on an offender's behaviour. Such interventions are evident in the specific conditions attached to Probation Orders, Non-Parole and Parole Licences, and other statutory, non-statutory and civil preventative orders. Such restrictions place constraints on what an offender can do, with the intention of controlling behaviour; this is combined with monitoring of the offenders activities and conduct with the aim of reducing the possible risk of harm.

Manifesting in individual cases is evidence of direct links between high risk offenders under the management of MAPPA and child protection and vulnerable adult procedures. 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. Beyond operational concerns, the four Local authorities have the primary responsibility for the strategic development of MAPPA, in consultation with the MAPPA Implementation Group (MIG), which necessarily includes the development of an effective strategic interface between Adult Protection, Child Protection and MAPPA, the three primary strands of public protection.

The South West Scotland Community Justice Authority area combines four local Councils and covers Dumfries & Galloway, East Ayrshire, North Ayrshire and South Ayrshire over an area in excess of 3,600 square miles. The area has a diverse population of around 520,000, located in urban, rural and isolated communities, including the island communities of Arran and Cumbrae. The MAPPA in South West Scotland Community Justice Authority area incorporates a complex number of responsible authorities, namely; Strathclyde Police, Dumfries and Galloway Constabulary, North, South and East Ayrshire Councils, Dumfries and Galloway Council and the Scottish Prison Service (including HMP Dumfries and the private prison managed by Serco Ltd at HMP Kilmarnock). From April 2008, Health will become a responsible authority and in South West Scotland will be represented by Ayrshire and Arran Health Board and Dumfries and Galloway Health Board.

Across Scotland there are 11 MAPPA Co-ordinators from either Criminal Justice Social Work, Police or Scottish Prison Service backgrounds and a National MAPPA Co-ordinator. The model of delivery varies across Scotland; within the South West of Scotland Community Justice Authority area, the Coordinator is employed by North Ayrshire Council on behalf of the Responsible Authorities and is co-located with the Police, Offender Management Unit, at Ayr Police

Station. This co-location facilitates regular, often daily, information sharing so that information sharing is often immediate.

Prior to the advent of MAPPA, arrangements were in place across the CJA to assess and manage those offenders that posed a serious risk of harm to the public, primarily through localised structures which included multi agency liaison meetings involving Police, Criminal Justice Social Workers (CJSW), Children and Families Social Work and Housing. Introduction of the Multi Agency Public Protection Arrangements has provided a national formal structure for the assessment and management of those offenders. The MAPPA in South West Scotland Community Justice Authority area is underpinned by a clear commitment of agencies and staff at all levels to share information about offenders both formally at regular review meetings (called MAPPA meetings or Multi-Agency Public Protection Panels (MAPPP'S)) and informally, during normal case management processes or reviews as necessary.

The South West Scotland Community Justice Authority area MAPPA Implementation Group (MIG) draws its membership from Criminal Justice Social Work, Police, Scottish Prison Service (SPS), Health Boards and SERCO from services across the Community Justice Authority area. The membership of this group remains under permanent review as per MAPPA guidelines and the MIG has the capacity to invite attendees for multi-agency inputs as and when required. The MIG has responsibility for the implementation, review and operation of MAPPA, including the collation of appropriate information from all the relevant agencies, for the annual report, facilitated by a working group. In the imminent future, it is intended that this group will be reduced to a core operational group and be a conduit for the Strategic Management Board. Over the next six months the group will look to identify membership from duty to cooperate and victim focussed organisations to be represented. Within the next 3-4 months the Implementation Group will, in conjunction with the Responsible Authorities Chief Officers, take forward the creation of a Strategic oversight group, with membership drawn from senior officers from the responsible authorities. Within this time frame it is also expected that a MAPPA Operational group will be formed and that this group will take a lead in developing links with Duty to cooperate Agencies and Victim Focussed organisations.

A summary of the significant operational events in the past year:

The MAPPA Implementation Group has:

- Developed and agreed the Memorandum of Understanding, and is developing associated Information Sharing Protocols.
- Recruited the MAPPA Coordinator and Administrative Support and set up MAPPA office at Ayr Police Station.
- Strengthening of partnership working between the Responsible Authorities and Duty to Cooperate Agencies. The MIG organised a Duty to Cooperate seminar (with voluntary sector, Scottish Courts, Procurator Fiscal Services, Jobcentre Plus and the Health Boards) in June 2007.
- Kept the MAPPA arrangements under continuous review.
- Obtained additional resources, 0.5 MAPPA Coordinator's post in Dumfries and Galloway. Increased clerical support, D&G CJSW and Police have co-funded a clerical post specifically for the MAPPA function.

The MAPPA Coordinator and Administrative officers have:

- The Coordinators have met/given presentations to several of the responsible authority and duty to cooperate organisations and established a Single Point of Contact, and agreed working arrangements.
- Undertaken a nine month review of the MAPPA process for all staff.
- Prepared interim reports for the Community Justice Authority (CJA) as required and requested.
- Represented South West Scotland CJA area at MAPPA Coordinators meetings.
- Developed a Notification and Referral process in accordance with national guidance for Registered Sex Offenders.
- Measured all referrals for offenders against the nationally agreed criteria to ensure that offenders are managed at the appropriate level.
- Developed a meeting schedule for Level 2 and 3 cases across the South West Scotland CJA area.
- Promoted the use of Government Protective Marking Scheme (GPMS) for all MAPPA information
- Continuous liaison with all responsible authorities and duty to cooperate agencies as required.
- Developed data measurement and quality assurance processes for key performance indicators and management information for the MIG.

4. Roles and Responsibilities

Joint working and information sharing between agencies is the most effective and productive method of maximising capacities for securing public protection. In South West Scotland CJA, there is an established history of agencies working in partnership to further this agenda. Whilst the Police Forces and Local Authority Criminal Justice Services are the principal lead agencies, the contribution made by other key organisations are no less essential.

A summary of the roles and responsibilities in relation to Multi Agency Public Protection in South West Scotland CJA is outlined below.

Responsible Authorities:

The Scottish Prison Service / SERCO Ltd

The Scottish Prison Service, or private sector equivalent, SERCO, are the Responsible Authority for registered sex offenders whilst they are in prison. For all prisoners, the SPS and SERCO Ltd carry 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. SPS and SERCO Ltd also work in partnership with the Criminal Justice Social Work (CJSW) supervising officer during sentence and in preparation for release. This process of sentence planning is referred to as Integrated Case Management (ICM). A key objective of ICM is to ensure that, along with police and CJSW, SPS and SERCO Ltd meet statutory requirements to establish joint arrangements for assessing and managing the risk posed by sex offenders, including the sharing of information, which provides a wealth of intelligence to multi-agency fora. Such intelligence includes, but is not restricted to, information pertaining to offender conduct and contacts within the custodial environment which can in turn inform the risk management plan developed prior to liberation.

The Police

The Police have a duty to uphold the law by preventing the commission of offences, by preserving order and by protecting life and property. They have risk assessment procedures in place to ensure the safety and wellbeing of any individual who considers themselves to be in a threatening situation. The responsibilities of the Police in relation to registered sex offenders include maintaining an accurate record of those persons in the Police Force area, subject to the notification requirements of the Sexual Offences Act 2003; to initiate enquiries where such persons fail to comply with the requirements placed upon them; and to keep records on unregistered sex offenders whose current behaviour is of concern.

The Police form one of the Responsible Authorities within the MAPPA process and thus have a significant role in assessing and managing the risk presented by sex offenders in the community; and a responsibility to develop, in conjunction with partner agencies, risk management plans for the purpose of monitoring and managing sex offenders. 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. This includes sharing the responsibility for assessing all Registered Sex Offenders, within the community. The assessment is carried out by officers working within the Offender Management Unit, and colleagues within Criminal Justice Social Work Services, who have been specifically trained in the use of specialised risk assessment tools; namely Risk Matrix 2000 (RM2000) and Stable and Acute 2007 (SA07).

The Local Authorities

Criminal Justice Social Work

The Local Authorities provide a range of social work and social care services, including the provision of criminal justice services. The core criminal justice social work 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 or more. Criminal Justice Social Work (CJSW) thus has responsibility for the risk assessment and management of all cases subject to community supervision. The risk assessment is based on the same tools outlined above. The Irving Report recommended that when the risk assessment was undertaken on a registered sex offender this 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.

All persons leaving custody are entitled to apply for voluntary aftercare up to 12 months after leaving custody. National Objectives and Standards for Criminal Justice Social Work lay down that reports to Court or the Parole Board should include a risk assessment and any 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.

In cases where a sex offender is subject to statutory supervision in the community by local authority criminal justice social work and is also subject to sex offender registration requirements, then the responsibility for the case is shared between both the police and local authority social work services who must put in place appropriate and robust liaison arrangements for risk assessment and management. When criminal justice social work supervision ends and the risk of serious harm remains high, the police will become the

responsible authority but the offender will still be dealt with within the MAPPA for the duration of registration.

Local authorities provide services to adult offenders, and to young people who offend or who are at risk of offending. This covers anyone up to the age of 16 who is offending, including registered sex offenders, and may cover those between 16 and 18. It may be that the Children's Service rather than the adult service supervises young people on probation.

Child Protection

In addition to the services to adult and young offenders, local authorities have a duty to promote the well being of children, and to identify and respond to abusive or adverse situations. Each local authority will provide child protection guidance on how its staff will fulfil their child protection duties. Senior personnel from Children and Families Social Work Services will 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 will be shared for the purpose of developing comprehensive risk management plans of which a robust victim strategy is a central component.

Adult Support and Protection

Local authorities will also be party to arrangements to develop Adult Support and Protection services: those aged over 16 who may be disadvantaged by physical or emotional frailty, old age, intellectual impairment caused by disability or illness, mental illness or other mental health problems and who is unable to take care of himself or unable to protect himself from significant harm.

Duty to Cooperate Agencies

Duty to Cooperate agencies such as Health Boards, Housing Providers, SERCO, and other Voluntary or Private Sector Organisations have a responsibility to share information, search records for any involvement with named offenders, and participate and contribute meaningfully on a case by case basis, to the Risk Management Plan in accordance with their statutory function.

Health

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 or addiction services, for example. 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. In many cases there will be no need for health staff to know that an individual is a registered sex offender and there will be no need for any clinical information to be shared

with other agencies. However where there are concerns about risk to staff or other patients, then this is communicated by the MAPPA Health representative, or single point of contact, to health service staff so that appropriate arrangements to manage any risk to staff or patients are put in place. In addition where health staff have information that is pertinent to risk management then this is shared with other agencies.

Electronic Monitoring Services

Electronic Monitoring Service providers are included amongst the duty to co-operate agencies in acknowledgement of the important service they provide as part of a high risk management plan. Currently the Scottish Executive contract for the provision of electronic monitoring in Scotland is with SERCO Ltd. In this capacity, SERCO Ltd present as a point of contact for advice to the Responsible Authorities on the available technology and attend MAPPA meetings when the circumstances of a particular case deem it appropriate for them to do so. It is recognised that electronic monitoring has a part to play in supporting and adding robustness to an offender's licence which may contain a number of specific conditions.

Housing Agencies

Housing agencies under a duty to co-operate are Local Authority housing services and providers and Registered Social Landlords. Their role is to contribute to the management of risk identified by Responsible Authorities by providing accommodation; liaising with the Responsible Authorities on the ongoing management and monitoring of the risk of the offender as tenant, including any tenancy moves or evictions; having regard to community safety and having in place exit strategies where a property is no longer suitable and/or the offender's safety is at risk.

MAPPA has changed the emphasis of public protection to be a priority and shared responsibility 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, e.g. Housing Officer passing on information regarding tenancy issues that may be pertinent to public protection i.e. child visitors to a tenancy. In order for MAPPA to work effectively, it is necessary to have a system which facilitates the exchange of relevant information between agencies. The sharing of information ensures that offenders' risk assessments remain up-dated and the risk management is a co-ordinated process. Indeed, the strength of MAPPA 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.

5. The Operation of MAPPA

It is never possible to predict the future behaviour of any individual with complete certainty, but, at present, every person included under MAPPA has been convicted of a sexual offence and are subject to registration requirements. Past behaviour is one indicator of potential future behaviour. Nonetheless, some offenders will never be convicted again, whilst others might commit another offence at almost any time.

By compiling a risk profile of an individual offender and their circumstances from the information held by various agencies, we are able to achieve a more robust, professionally structured judgement / assessment of how likely it is that they will re-offend and the level of harm or potential adverse consequences that might ensue if they do. As the circumstances of people's lives change, the likelihood of re-offending can shift over time too, so risk assessments required to be updated to measure any significant changes in factors associated with the likelihood of re-offending. The outcome of the risk assessments and accompanying relevant information are aggregated and a certain level of risk is assigned to each individual:

VERY HIGH RISK - There is imminent risk of serious harm. The potential event is more likely than not to happen imminently, and the impact could be serious.

HIGH RISK - There are identifiable indicators of risk of serious harm. The potential event could happen at any time and the impact could be serious.

MEDIUM RISK - There are identifiable indicators of risk of serious harm. (Name) has the potential to cause harm, but is unlikely to do so unless there is a change of circumstances

LOW RISK - Current evidence does not indicate likelihood of causing serious harm

Within the MAPPA process, Registered Sex Offenders are managed at one of three levels, although the level at which they are managed is subject to change in accordance with shifting levels of risk. The three levels of risk management are delineated, broadly, as follows:

LEVEL 1 - Level 1 risk management is the level used in cases where the risks posed by the offender can be managed by one agency without actively or significantly involving other agencies (as was the case prior to the introduction of sections 10 and 11 of the MoO Act 2005). As happened pre sections 10 and 11 of the 2005 Act, there is a requirement that the lead agency will work where appropriate with other agencies. However, it is not expected that the arrangements required under the MAPPA for higher risk offenders at levels 2 and 3 will be required to manage level 1 offenders. The majority of registered sex offenders will be managed at this level as demonstrated in the statistical information in this report.

LEVEL 2 – 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 multiple agencies is required to manage the risks posed but where either the level of risk or the complexity of managing the risk is not so great as to require referral to the Level 3.

LEVEL 3 - Multi-Agency Public Protection Panel (MAPPP)

These meetings are reserved for highest risk offenders (often referred to as the 'critical few') and/or those whose management is complex. In South West Scotland CJA, very few offenders are managed at Level 3. The criteria for referring a case to the MAPPP are defined as those in which the offender is assessed as being a high or very high risk of serious harm and / or presents risks that can only be managed by a plan which requires close cooperation at a senior level. This would be due to the complexity of the case and/or because of the unusual resource commitments required. Where an offender is not assessed as a high or very high risk, a Level 3 meeting may be convened where the case is exceptional because the likelihood of media scrutiny and/or public interest in the management of the case is very high and there is a need to ensure that public confidence in the criminal justice system is sustained.

Level One:

All notifications of Level One offenders are submitted to the MAPPA coordinator by the relevant agency at the point of conviction or registration, so the subject will already be in the MAPPA process, whilst the assessment of risk is ongoing. If the subject receives any type of community disposal, Criminal Justice Social Work will submit a referral, for those cases deemed to meet the criteria for Level 2 or Level 3 risk management; if no referral is

received, the original notification stands and the Coordinator assumes the case is being managed at ordinary risk management level.

Level 2 Meetings:

Each area has timetabled demarcated days for MAPPA meetings:

Local Authority Area	Schedule for MAPPA / MAPPPs
Dumfries and Galloway (West)	2nd Thursday of every month
Dumfries and Galloway (East)	1st and 4th Tuesday of every month
East Ayrshire	1 st and 4 th Wednesday of every month
North Ayrshire	2 nd Monday of every month
South Ayrshire	3 rd Thursday of every month.

Table 1: Timetable of MAPPA meetings by Local Authority Area

The two lead agencies are Police and Criminal Justice Social Work and they are standing core members of Level 2 MAPPA for Registered Sex Offenders. Across the Ayrshire's there are named Chairs at DCI Rank and Service Manager Grade. In Dumfries and Galloway the DI from the Offender Management Unit would Chair and the responsible Team Manager from CJSW.

Thereafter, the Coordinator liaises with the referrer and/or the lead Responsible Authority, as to who should be invited from a "core" group of agencies involved in the risk management of the individual offender, including, but not exclusively, Housing; Health; Children and Families & Adult Social Services for example. All the above agencies have either an established single point of contact or named responsible individual arranged geographically. The only exception to this would be some duty to cooperate agencies i.e. some voluntary organisations. The coordinator then contacts these agencies to ask them to search their records for any involvement with the subject; thereafter if appropriate, name a suitable individual to attend the MAPPA; following formal invite, require that individual to confirm or otherwise, their attendance and submit any relevant information/reports at least 5 working days prior to the meeting.

Level 3 Meetings:

Similar arrangements are in place for Level 3 MAPPP, however the seniority of the attendees is greater. Level 3 MAPPP are chaired by the relevant representative of the Responsible Authority which is determined by the nature of supervision i.e. statutory or non-statutory. With regard to the Police, a Level 3 would be generally chaired by a Superintendent. In the 3 Ayrshire's, the relevant Head of Service would chair a Level 3 MAPPA meeting; within Dumfries and Galloway this would be the Operations Manager.

The aim of MAPPA meetings is to provide a confidential forum for information to be exchanged about the offender, their progress and what measures are in place for the protection of the victim, if this is needed. Each discussion ensures that up to date information is exchanged across all agencies and suitable adaptations made to the risk management plan in response to emergent information so that the public is protected in a sustained and ongoing way. Meetings will also identify any positive development's which will help plan for the offenders future supervision.

The following case studies are illustrative of MAPPA in operation, highlighting the way in which agencies work together, using the resources and statutory powers at their disposal, to manage the risk and reduce the harm posed by sex offenders.

Case Study – D

D is a male, registered sex offender, who has over fifty previous convictions which range from offences of dishonesty and indecent assaults to rape and murder. He refused to acknowledge the legal framework constituting his status as a convicted Registered Sex Offender and twice previously he was reported for failing to comply with the requirements in this regard. Upon his release from prison, he was described by prison staff as being surly and very anti establishment. He had previously demonstrated impulsive behaviour, travelled frequently, sometimes using false travel documentation and the collective view of the responsible authorities was that there was a high risk of him absconding, possibly going abroad.

Upon his release, he was referred to the MAPPA coordinator as being a Level 3 risk with a very high chance of re-offending and causing serious harm to the public. As a result of the Level 3 MAPPP meeting, the offender was placed under surveillance. He was subsequently allocated homeless accommodation and a number of agencies worked together to regularly monitor his movements and behaviour. However, against all expectations he complied with his legislative requirements and settled down in the community but continued to be closely monitored.

Notwithstanding the above, after a few weeks, he did abscond and Police enquiries were made which ascertained he had travelled to Spain without compliance with legislation. Evidence was gathered to report him for breaching legislation and a warrant was issued by the Procurator Fiscal for his arrest. Immigration, the relevant Authorities, the Child Exploitation and Online Prevention (CEOP) and all Police Forces, Ports and Airports were advised that he was a missing Sex Offender. Enquiries were made with a number of other agencies, including private financial institutions and travel agencies.

A short time later he was traced at a London Airport, having flown in from a different European country for one day. Police at the London airport arrested him and he was brought back to his area of origin to be dealt with through the court system. Upon his release he co-operated fully with Police and other agencies and he has now lawfully settled and is resident abroad and as such has exited the MAPPA process. Should he return to the British mainland at any time he will once again be dealt with through the MAPPA process; his re-entry into the country will trigger automatic alerts to the Police and he will once again be subject to the sex offender registration and MAPPA process.

Case Study – E

E is a male, registered sex offender with an extensive history of violent and sexual offending, including convictions for Rape, Assault with Intent to Ravish and Lewd and Libidinous Behaviour. E has a history of alcohol abuse and a history of non-compliance; he is also assessed as posing a significant risk to vulnerable females and female children.

E was released from custody on a year's probation order but subsequently breached this and was recalled to prison. Months later he was released and due to his previous non compliance with statutory orders and concerns for public safety a MAPPA level 3 meeting was convened prior to his liberation. It was agreed at this meeting that the Police would apply for a Sex Offenders Prevention Order (SOPO) which would heighten the restrictions placed upon him and intensify the enforcement measures that could be operated to secure public protection. This was granted by the Sheriff Court with a condition that he does not approach, speak or communicate in any way either directly or indirectly with any female child under the age of sixteen years, save for unavoidable contact for a period of ten years. Any contravention to this condition will result in his immediate detention in custody.

E subsequently breached this order and accordingly was required to appear at the Sheriff Court where he was given a custodial sentence. Following the expiration of his custodial sentence, the SOPO remains in force for the following ten years and his requirement to register will remain throughout his life. Due to the comprehensive risk management plan in force, and proactive multi agency cooperation, E is presently managed at a Level 2.

6. Developments in work with high-risk offenders

ViSOR

Police and a number of core social work employees and administrative support have been trained in ViSOR. There are discussions taking place about the roll out of this resource throughout the Responsible Authorities¹. 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 and other Dangerous Offenders. 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 those records held on ViSOR relate to Registered Sex Offenders and those non registered Offenders whose current behaviour is of concern. ViSOR's main function is to ensure that the responsible authorities under MAPPA contribute to, share and store critical information, although it has wider applicability beyond the management of offenders, as a resource in the prevention and detection of crime. As a U.K wide multi-agency information sharing tool, it enhances the communicative capacities of organisations involved in joint offender management and facilitates the exchange of confidential information across the responsible authorities.

Staff Training

Staff within the respective Police Forces, Criminal Justice Social Work Departments 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 is comprised of two scales, Risk Matrix Sex and Risk Matrix Violence, which provide 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). Risk Matrix 2000 draws on simple factual information relating to offenders' past history (static risk factors) and constitutes one component of a comprehensive risk assessment process. Further assessments are necessary to identify those risk factors that are unique to the individual, which may be indicative of an increase or decrease in risk over time. These dynamic risk factors are amenable to change and can, subsequently, become the targets of focused intervention and treatment programmes.

The STABLE-2007 and the ACUTE-2007 are specialised 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

¹ Refer to summary and forward plans in relation to areas of development for ViSOR use.

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 should be used to inform offender managers within the lead agencies 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.

Risk Assessments – The Current Position

Within the MAPPA process, all identified offenders are assessed for the risk of serious harm they may present to victims and the public. Section 210E of the Criminal Justice (Scotland) Act 2003 defines serious harm as follows: *'seriously endanger the lives or physical or psychological wellbeing of members of the public at large'*. At present, there is no approved, robust tool for the measurement of serious harm. Criminal Justice Social Work Services currently use a clinical risk assessment tool, the RA1-4, which is dependent on professional judgement, and thus the assessor draws on their professional training, theoretical knowledge and experience with offenders in formulating an assessment of risk of harm.

With the advent of MAPPA, Strathclyde Police and Dumfries and Galloway Constabulary liaised with the local authorities within South West Scotland CJA, initially identifying which cases fitted the criteria for Level 2 and 3 cases. The identification of these cases was based upon the use of actuarial risk assessments (predominantly RM2000) and the application of structured professional judgement to the individual cases. By November 2007, all of the initial cases identified as Level 2 and 3 were subject to a MAPPA / MAPPP. As recommended by the Stable and Acute 2007 Implementation Group and endorsed by the Tri-partite group, ADSW and ACPOS have heretofore agreed that Criminal Justice Social Workers and the Police will have assessed all registered sexual offenders using Risk Matrix 2000 and Stable and Acute 2007 by end of October 2008 (See Circular JD/13/2007). In South West Scotland CJA, Criminal Justice Social Work Services and the Police are on course to meet this target. Additionally, the Scottish Prison Service has agreed that by end of October 2008, all convicted sex offenders leaving custody will have been assessed using Stable and Acute 2007; at the time of publication of this report, SPS are working towards meeting this target. MAPPA level three cases will be prioritised for Stable and Acute completion, as part of the release process. By end of March 2009 all convicted sex offenders in custody (with sentences of six months or more) will have been assessed using Stable and Acute 2007, during the course of their annual ICM case conference review.

Risk Management Plans

Risk assessment instruments inform professionals within the Police, Social Work and Prison Service, amongst other agencies, about areas that need to be targeted in order to manage a given individual's risk and to protect the public from the risk of serious harm posed. A risk management *plan* therefore determines what action needs to be taken to minimise the risks posed by a particular individual. The following list is not exhaustive but provides examples of action taken by various agencies.

- Providing increased resources to support victims
- 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
- Development of support networks involving voluntary agencies
- Electronic tagging of offenders
- Contingency plans and rapid response arrangements made with the local police
- The use of covert police surveillance (in some cases)
- The recall of offenders to prison if licences/orders are breached.

7. Victim Work

The primary focus of the MAPPA is properly placed upon the risk posed by, and the behaviour of, the offender. In doing so it is vital that the MAPPA take into account potential impact on known victims. The victim focus of the MAPPA 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 victim's families. This consideration must also include new or potential victims, and this forms part of the focus of risk assessments. In some cases, potential victims may not be any named individual(s) but people who are vulnerable by virtue of their location, age, gender, race, religion, sexuality or other distinguishing characteristic. The challenge for the MAPPA is to ensure that the risk assessment and risk management plan developed by the Responsible Authorities for the offender takes full account of the known concerns of any specified victim(s). The Responsible Authorities must satisfy themselves that they have thoroughly considered the potential risks to which any victim may be exposed and put in place appropriate robust plans to minimise the likelihood of the offender causing further serious harm, central to which is the sharing of information. Such an approach will, for example, minimise the likelihood of an offender being released from custody and being accommodated within the same neighbourhood locality as a victim.

Case Example: M

The following provides an example of the way in which the information sharing practices of the agencies brought together under MAPPA has led to the development of a comprehensive victim strategy. M is a male assessed as posing a high risk of sexual offending. At the initial MAPPA meeting, prior to the M's release from custody, the agencies were brought together to discuss the nature and extent of the risk M posed as a precursor to formulating a comprehensive risk management plan. Necessarily, as previously highlighted, a component of the risk assessment requires a consideration as to the target of risk i.e. both actual and potential victims, which properly also requires attention to the perpetrator's associates, who potentially expand the perpetrators contact with potential victims. In general, this attention to victim issues at MAPPA meetings has variously led to consideration of formal disclosure (of details pertaining to the offender and his/her circumstances and offending undertaken by the Chief Constable) and limited disclosure (which is less detailed yet sufficiently specific to manage risk whilst protecting confidentiality, in accordance with human rights legislation, undertaken by nominated individuals) and there is increasing evidence from the minutes of MAPPA meetings that more consideration is being given to victim issues (both actual and potential), from which robust risk management plans for their protection have ensued. This properly includes assessing the risk of accommodating the individual in a particular building or area or the potential risks posed by the offender engaging in a particular form of employment, for

example. The action plans which are drawn up at MAPPA meetings require attention to be given to the offender, but also address the information needs of victims and the protective measures which can be instigated on their behalf.

In the case of M, for example, it transpired that various agencies had a wealth of information on the various individuals that M associated with, who might be alternatively vulnerable to risk or who may exert an adverse influence on M behaviour or who may increase M's opportunity or capacity for re-offending. To assist in the management of this risk, the information supplied by the various agencies, recorded in the Scottish Intelligence Database, Crime Management, Social Work Departmental Reports, Offender Management Unit Files and in other official documentation which can be evidenced, was inserted into an "Association Chart" produced by the U Division Analytical Unit using the i2 analytical software. Details of known family and past and present associates for the subject populated the chart, which also provides details of Previous Convictions, Warning Signals, Addresses, the specific vulnerabilities of certain individuals and so forth for all of those persons identified as associates, family members and/or victims.

The fundamental utility of the Association Chart is in it's capacity to clarify all the potential connections between individuals which require to be identified and managed in the interests of public protection. The level of information contained in this report underlined the need for the development of a comprehensive Victim Strategy. In association with Strathclyde Police, the MAPPA Office developed a spreadsheet, which can be populated with past and potential victims details and a list of actions and appropriate individualised strategies, which should be considered and taken by the Police dependant on the circumstances relating to each individual victim, by the relevant departments within the Police Force.

The Victim Notification Scheme (VNS) introduced by section 16 of the Criminal Justice (Scotland) Act 2003, confers on victims - from 15th May 2008 - in cases where the victim's assailant has been sentenced to 18 months or more in prison - the right to receive information regarding his/her release from prison, recall to prison or death in custody. Furthermore, where the victim's assailant is sentenced to 4 years or more in prison, victims have the right to receive certain information regarding Parole Board review hearings and licence conditions from the Parole Board; and to make representations to the Parole Board prior to a decision being taken on the release (and the licence conditions) of offender and, in certain circumstances, to make representations to the Scottish Ministers prior to a decision being taken by them on licence conditions and to receive certain information concerning licence conditions from the Scottish Ministers.

Support for Victims

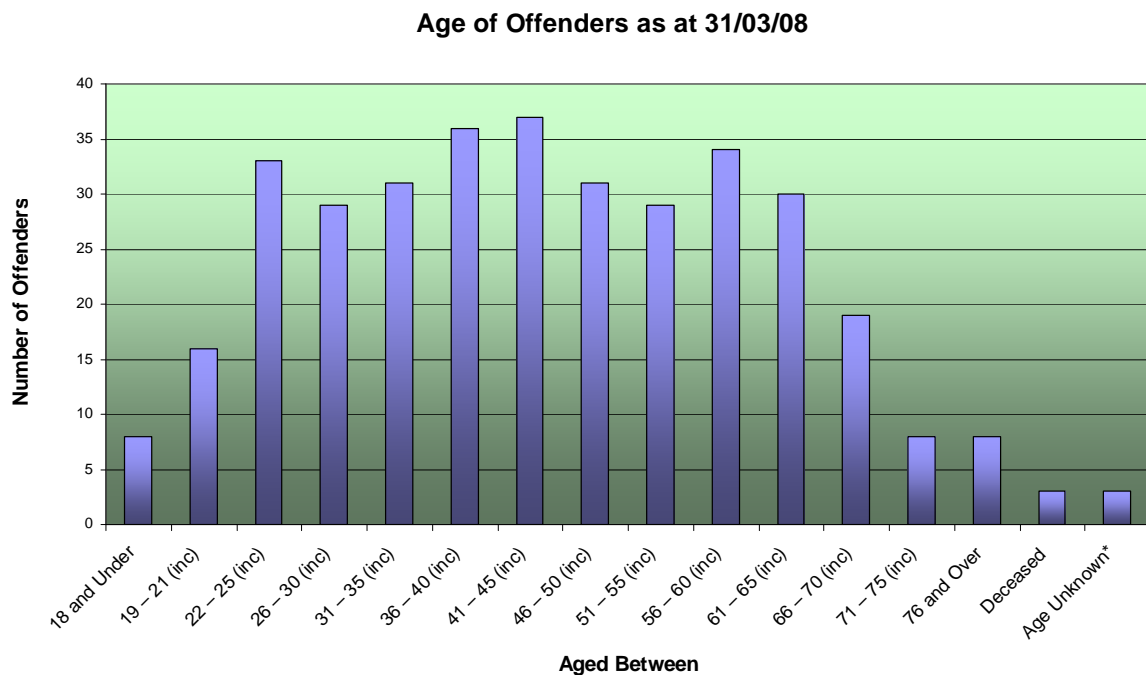
Victim Information and Advice (VIA) which is part of the Crown Office and Procurator Fiscal Service, also gives factual advice and support to victims of certain crimes including sexual offences on the progress of their case, from the time that it is reported to the Procurator Fiscal through to the trial. If the offender lodges an appeal, victims will normally be kept informed of developments by the local Procurator Fiscal's 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. The MAPPA Implementation Group plans to identify future membership from victim focus organisations. This is consistent with developments in England and Wales and would facilitate an appropriate representation of victim concerns and issues, whilst supporting the strategic direction of MAPPA in this area.

8. Table 2: Statistical Information required for the reporting period 1st April to 31st March

CATEGORY	NUMBER OF OFFENDERS
CATEGORY 1 MAPPA OFFENDERS: REGISTERED SEX OFFENDERS (RSO)	
a) Number of Registered Sex Offenders	
i) Living in SWS CJA on 31 st March 08	In Ayrshire: 242 In Dumfries and Galloway: 113
ii) Per 100,000 of the population	The SWS CJA population totals approx 520,000; thus there are 68 Registered Sex Offenders per 100,000 of the population.
b) The number of sex offenders having a registration requirement who:	
i) Complied with registration requirements	In Ayrshire: 227 In Dumfries and Galloway: 111
ii) Were reported for breaches of the requirements to register between 01/04/07 and 31/03/08.	In Ayrshire: 15 In Dumfries and Galloway: 2
c) The number of:	
i) Sexual Offences Prevention Orders (SOPO's) /Risk of Sexual Harm Orders (RSHO's) applied for	In Ayrshire: 4 SOPO's & 1 RSHO In Dumfries and Galloway: 0
ii) Interim SOPO's/ RSHO's granted	In Ayrshire: 1 SOPO's & 0 RSHO In Dumfries and Galloway: 0
iii) Full SOPO's/ RSHO's imposed by the courts between 1 st April and 31 st March each year	In Ayrshire: 2 SOPO's & 0 RSHO In Dumfries and Galloway: 0
iv) Foreign Travel Orders applied for	0
v) The number of Foreign Travel Orders imposed by the courts between the 1 st April and 31 st March each year	0
vi) Notification Orders applied for	0
vii) The number of Notification Orders imposed by the courts between 01.04.07 & 31.03.08	0

Table 3: Statistical Information required for the reporting period 1st April to 31st March

CATEGORY	NUMBER OF OFFENDERS
OFFENDERS MANAGED THROUGH LEVELS 1, 2 OR 3 OF THE MAPPA	
d) Of the cases managed at level 2 or 3 between 01.04.07 & 31.03.08, how many whilst managed at this level:	
i) Were convicted of a further serious sexual or violent offence	0
ii) Were returned to custody for a breach of licence (including those returned to custody because of conviction of further serious sexual or violent offence):	In Ayrshire: 2 In Dumfries and Galloway: 4
iii) Were returned to custody for a breach of Sexual Offences Prevention Order, Foreign Travel Order, or Risk of Sexual Harm Order:	In Ayrshire: RSHO: 0; SOPO: 1; FTO: 0 In Dumfries and Galloway: 0
iv) Breached their licence but were not returned to custody:	0
v) Were subject to formal disclosure:	In Ayrshire: 0 In Dumfries and Galloway: 1
vi) Are wanted or missing:	In Ayrshire: 0 In Dumfries and Galloway: 0
Number of MAPPA offenders in each of the three categories managed between 1st April and 31st March:	
Level 1 - single agency risk management	In Ayrshire: 193 In Dumfries and Galloway: 84
Level 2 - through inter agency risk management	In Ayrshire: 41 In Dumfries and Galloway: 27
Level 3 - MAPPP, (critical few)	In Ayrshire: 8 In Dumfries and Galloway: 2



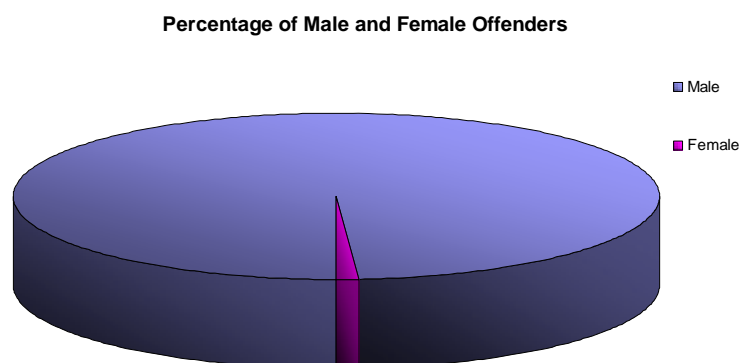
Graph 1: Delineation of age of population of Registered Sex Offenders managed through SWS CJA MAPPA.

The information presented in the graphs above would indicate that the majority of Registered Sex Offenders within the South West Scotland Community Justice Authority area are aged between 22 – 65 years. This broad age range would suggest that there is no typical age range within which an increased propensity for sexual offending can be attributed.

*Unknown: information not supplied in referral / notification paperwork nor on ViSOR and records archived and inaccessible for reference purposes. Data capture systems have since been modified to capture this data on permanent record.

Male	352	99%
Female	3	1%

Table 4: Delineation of population of Registered Sex Offenders managed through SWS CJA MAPPA by gender



Graph 2

The information presented in Table 4 and Graph 5 above would indicate that the majority of Registered Sex Offenders within the South West Scotland Community Justice Authority Region are male.

Ethnic Origins	White British	95.2%	338	Black African	0%	0
	White Irish	0.3%	1	Black British	0.3%	1
	White Other	0.3%	1	Chinese	0%	0
	Indian	0%	0	Mixed Race	0%	0
	Pakistani	0%	0	Any Other	0%	0
	Bangladeshi	0%	0	Black Caribbean	0%	0
	Other Asian	0.3%	1	Unknown*	3.6%	13

Table 5: Delineation of population of Registered Sex Offenders managed through SWS CJA MAPPA by ethnic origin as indicated in referral data.

*Unknown: information not supplied in referral / notification paperwork nor on ViSOR

The information presented in Table 5 above would indicate that the majority of Registered Sex Offenders within the South West Scotland Community Justice Authority Region are White and of U.K Origin. This ratio of ethnicity (95.2 % of total) is broadly consistent with the analysis of the Scottish population by ethnic group (95.4%) (2001 Census (White Scottish & White British % population figures combined)).

Legal Status	Number	Percentage
No. of Offenders on Statutory Supervision	140	39.4%
No. Subject to Registration Only	193	54.3%
Information unavailable *	22	6.2%

Table 6: Snapshot of numbers of Offenders managed under either statutory or non statutory measures across SWS CJA, under MAPPA, as at March 31st 20084:

*Records archived and inaccessible for reference purposes. Data capture systems have since been modified to capture this data on permanent record.

Victims	Number	Percentage
No. of Victims Under 16	141	73.4%
No. of Victims 16 and Over	51	26.6%

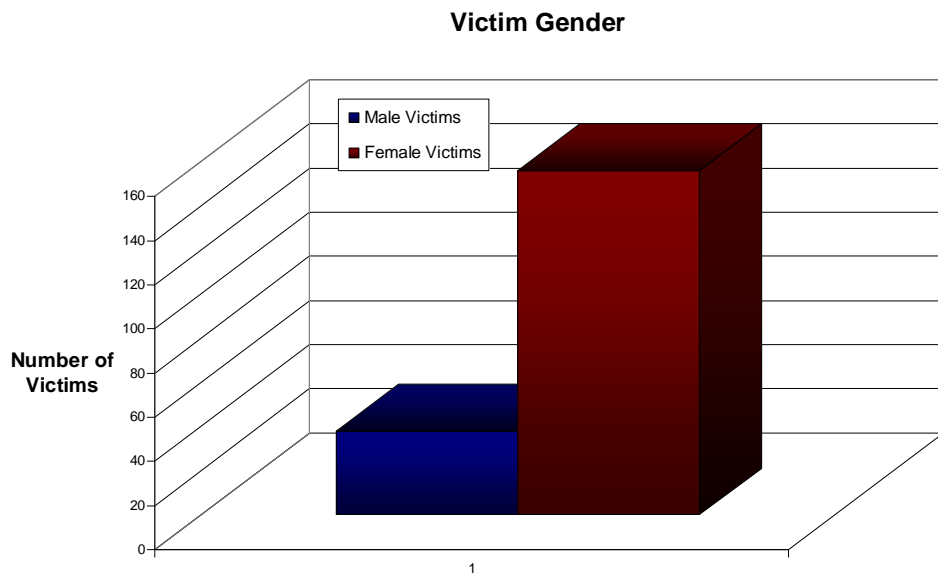
No. of Male Victims	38	19.6%
No. of Female Victims	156	80.4%

Table 7: Delineation of victims of registered sex offenders by age and gender

Table 7 and the Graphs below indicates that 73.4 % of victims of the registered sex offenders managed under MAPPA in SWS CJA in the period April 1st 2007 – 31st March 2008 were aged under 16. 80% of victims (of all ages) were female.



Graph 3



Graph 4

The following section has been supplied by the Scottish Prison Service and is required to be included in all MAPPA annual reports.
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9. The Scottish Prison Service

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 CJAs and 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.

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 (CJAs) 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>

10. Treatment Programmes

Within South West Scotland CJA area, sex offender treatment programmes are undertaken on both an individual and group basis. The group work programme is entitled the Community Sex Offender Group Work Programme and the individualised programmes are respectively entitled The Individualised Treatment for Sex Offending (ITSO) and Individualised Management of Sex Offending Risk (IMSOR).

The Community Sex Offender Group Work Programme (C-SOGP) – (Accredited)

The C-SOGP commenced its first group for the Ayrshire Partnership in November 2007, taking referrals from North, South and East Ayrshire. The Programme Delivery Team (PDT) (SWS CJA) delivers the C-SOGP Programme and will be delivering other accredited programmes throughout the CJA area. The PDT team *model* comprises two Treatment Managers (TM), twelve facilitators, two and a half administration/clerical assistants and arrangements are being made to extend Treatment Manager provision from its current Ayrshire base to the Dumfries and Galloway area. There is *currently* one Treatment Manager and four facilitators trained in and delivering C-SOGP all of whom have undertaken 10 days facilitator training and are working towards full accreditation. Members of staff in the Dumfries and Galloway area have not yet accessed training in C-SOGP facilitator or case manager training. However arrangements will be made for this at the appropriate time and when training opportunities are available. The Programme Delivery Team will also be responsible for delivering the *Constructs PSSO*, a 'general offending' group work programme for adult male offenders.

Given that this team has recently been established, one Induction and Relapse Prevention group has been completed and as such there are no figures available in relation to recidivism rates. It is anticipated that National arrangements will be made in order to evaluate recidivism outcomes. In relation to the monitoring of accreditation standards and programme integrity the Effective Practice Unit (EPU) and Criminal Justice Development Centre are involved in ongoing evaluation of information provided to them by TM's from the areas across Scotland delivering the programme.

The Programme

The C-SOGP programme is divided into four distinct phases comprising the pre-programme stage, the Induction module, the Core Programme module and the Relapse Prevention module. The pre-programme and induction modules are essentially oriented to increasing motivation to change. The core programme is addresses six main areas: Cycle & Cognitive Distortion (13 weeks); Relationship and Attachment Styles (13 weeks); Self-Management and Inter-Personal Skills (15 weeks); The Role of Fantasy in Offending (10

weeks); Victim Empathy (12 Weeks); Relapse Prevention & Lifestyle Change (12 weeks). The concluding module, Relapse Prevention, aims to address core issues of self-esteem, interpersonal skills, self-management/self-monitoring skills, personal responsibility/internal locus of control, perspective-taking skills, victim awareness and empathic development. There is also a focus on skills acquisition and goal setting. Depending on risk and psychometric assessment outcomes, after the Induction Module, participants will either progress to complete the whole core programme or it may be appropriate to move from Induction to the stand alone Relapse Prevention Module. For those moving on to the Core Programme a Relapse Prevention Module is built in.

Individualised Programmes

Individual work (or 2-1 work) conducted within Criminal Justice social work teams and/or in conjunction with C-SOGP facilitators will not meet accreditation standards. However consideration will be given to undertaking work by the Programme Delivery Team with individuals who are either not suitable for the C-SOGP or due to length of orders/licence there is insufficient time to complete. Outwith the Programme Delivery Team, work with sex offenders maintains a focus on addressing risk and risk management. The deniers programme is recommended for use in this context, as is the relapse prevention part of CSOGP. Dumfries and Galloway Criminal Justice Social Work Department additionally operate two main structured treatment programmes for people who have been convicted of a sexual offence. These are the Individualised Treatment for Sex Offending (ITSO) programme and the Individualised Management of Sex Offending Risk (IMSOR).

The Individualised Treatment for Sex Offending (ITSO)

ITSO is designed for adult males who have been convicted of a sexual offence and who are subject to statutory measures of supervision in the community. The ITSO programme comprises four main phases: The Foundation phase focuses primarily on assessing / promoting motivation. The next phase, the Offence Disclosure phase aims to develop participant's capacities to self risk manage, through development of participants understanding of their offending and what triggered and motivated their behaviour. The primary aim of the following phase, Victim Awareness, is to improve the participant's understanding of the impact of their offending on the victim(s) and of their own attitudes underpinning their offending behaviour. The final phase is oriented to assist the participant in learning and practicing those new skills which they require to pursue an offence free lifestyle.

The **Individualised Management of Sex Offending Risk (IMSOR)** framework reflects the phases of the ITSO programme but is delivered in a less intensive manner and is therefore recognised as a structured case management framework rather than a treatment programme. It is intended for use with one practitioner to one participant.

11. Summary and Forward Plans

MAPPA is in its relative infancy, but it is already clear that it will have a significant impact on practice and strategic planning within 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 Plans.

The introduction of MAPPA is akin to the introduction of Child Protection Procedures in that 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. The English MAPPA's have been extensively researched and are generally regarded as effective developments. They raise particularly interesting questions about risk/need assessment, resource allocation and about partnership working which invite reflection and consideration within the Scottish context.

Thus, it is evident there is a considerable amount of work to be undertaken in relation to the establishment or bedding in of MAPPA. Within South West Scotland CJA area, we have managed to achieve considerable progress in a short period of time, particularly in the following areas: Implementation of MAPPA; Strengthening Partnership working; and Promotion of MAPPA

The Proposed future actions are:

- Establish a Strategic Management Board and an Operational Group and establish reporting arrangements between the MAPPA Operational Group, the Strategic Management Board and the Community Justice Authority.
- The strategic interface with the three strands of public protection requires further development and consideration. It is necessary to ensure robust links for information sharing are established with key agencies and structures (for example Child Protection Committees, Adult Support and Protection Committees) so as to enhance the performance of MAPPA.
- Review the MAPPA process and local arrangements and further evaluate the operation of MAPPA in SWS CJA. This will be a continuous objective to ensure correlation with wider legislative or criminal justice or public protection developments.
- Establish Quality Assurance criteria to obtain an improvement in the quality, consistency and efficacy of the operational practice of MAPPA.
- To take forward development and delivery of a training strategy in relation to all aspects of MAPPA and associated practices.
- The extent to which ViSOR is either accessible or operationally effective for Responsible Authorities requires further evaluation and action. Additional

proposals in relation to the use of ViSOR include the development of an ongoing ViSOR user training programme and the expansion of the availability of this resource to other core agencies.

- Review cases considered at Level 2 or Level 3 under MAPPA where a serious further offence is committed. Thereafter to identify the learning and action points to ensure that multi-agency working and the public protection arrangements are continually improved and reviewed.
- To continue to market the work of MAPPA, particularly with Health Services and Duty to Cooperate Agencies.