

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..

GLASGOW MAPPA

ANNUAL REPORT

Annual Report

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, ongoing to agree the operational detail of extending the arrangements to violent offenders but for the purpose of this report the focus will be on registered sex offenders.

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

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

NATIONAL PICTURE IN SCOTLAND

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>

Glasgow Multi Agency Public Protection Arrangements

Annual Report 2007/08

Area Summary

Glasgow is the largest city in Scotland and the fourth largest in the UK with a resident population of 581,940.¹ In addition, 33% of the Scottish population reside in the greater Glasgow metropolitan area, which amounts to approximately 2.1 million within its metropolitan environs.

Glasgow is also a young city, with around one third of its residents aged between 15 and 34; this is expected to increase over the next few years as households grow from 281,000² to 306,000 by 2016, as a result of single person occupancy.

Public protection measures in Glasgow have grown from inter-agency arrangements embedded within the Glasgow Sex Offender Protocol, involving Criminal Justice Social Work and Strathclyde Police, to full implementation of the new Multi Agency Public Protection Arrangements (MAPPA)³

The Glasgow Protocol, which was devised following the introduction of the Sex Offender Register in 1997,⁴ agreed the arrangements between social work, housing and police for information sharing for offenders subject to registration processes.

Whilst the Glasgow Protocol has been an effective information system in terms of encouraging good working relationships between Criminal Justice Social Work and Strathclyde Police, there remained an ad hoc relationship with other partners.

That said, the Glasgow Protocol served as an excellent local arrangement and provided a strong basis for MAPPA implementation in Glasgow. MAPPA now provides a formal framework for information sharing and places an onus on all agencies, as Responsible Authorities, to formulate and execute risk management plans. Consequently, focus of resources can be appropriately allocated by all agencies towards the 'critical few' within Glasgow.

Prior to the implementation of MAPPA, a Glasgow Implementation Group was formed, with representation from the 4 Responsible

¹ 2007

² 2006

³ April 2007 MAPPA Guidance

⁴ Sex Offenders Act 1997

Authorities with an initial short term remit of ensuring smooth transition.

The MAPPA Implementation Group (MIG) has met monthly since February 2007 with a threefold function of:

- Preparation for implementation;
- Overview of progress and compliance; and
- Governing body charged with dealing with any presenting challenges.

It is envisaged that this group will evolve from the implementation phase and develop into a strategic oversight group responsible for driving core MAPPA delivery, taking forward strategic action points raised by the Responsible Authorities and Duty to Co-operate Agencies.

It is strongly recognised within Glasgow that risk management goes beyond supervision and monitoring. Consequently, emphasis on offender self management, through the positive development of internal controls and engagement in accredited treatment programmes, is equally promoted.

The Responsible Authorities briefed relevant operational staff on MAPPA, however it is recognised that further briefings are required to encourage continued buy in from agencies and to enhance the effectiveness of MAPPA by encouraging active involvement from colleagues in Health and Children and Families Social Work. Training also requires to be undertaken in the area of restricted Patients who fall within the MAPPA process from 1st April 2008.

The year 2007/08 has focused on bedding in MAPPA processes within Glasgow. While there was an early identification of key service providers in the form of Children and Families Social Work, vulnerable adults, victim strategy, public reassurance groups and public information strategy, the task for the incoming year is to target these issues to enhance the operation of MAPPA in Glasgow.

Although MAPPA is in its infancy, the Glasgow MIG has identified the need to rationalise processes and link its activities in an effective way, within existing child and vulnerable adult groups. This will involve linkages with the existing Glasgow Child Protection Committee; the 5 CHCPs and the soon to be established Adult Protection Committee.

Joint training arrangements for practitioners across the Community Justice Authority are currently the subject of review. It has been agreed that there is merit in a training needs analysis which is multi layered and examines needs from the operational to strategic managerial level.

For example, joint training events have been delivered during 2007 for MAPPA Chairs, and the recently introduced Stable and Acute 2007 risk assessment tool, all of which were open to all Responsible Authorities.

Strathclyde Police are in the process of developing an offender management training course, incorporating MAPPA, and once it is completed Criminal Justice Social Work will consider the potential for certain aspects of this package being delivered jointly.

Roles and Responsibilities

Glasgow City Council Social Work Services

Glasgow CJA is the only singleton CJA in Scotland, covering the criminal justice services provided by Glasgow City Council Social Work Criminal Justice (SWCJ).

The MAPPA Coordinator and staff are managed by SWCJ and are responsible for processing all MAPPA referrals, arranging and administering all MAPPA level 2 meetings. SWCJ share the chairing of all MAPPA Level 2 meetings and all MAPPPs for cases within the City with Strathclyde Police.

A senior manager from CJSW chairs the MAPPA implementation Group which is attended by representatives of the other Responsible Authorities as well as representation from services such as Children and Families within the City Council.

Glasgow has one of the longest established sex offender criminal justice services in Scotland, Clyde Quay Project (CQP).

CQP manage all throughcare sex offender cases in the City; provide reports to Courts and to the parole Board and run the Community Sex Offender Groupwork programme.

CQP staff attend the Scottish Prison Service Integrated Case Management (ICM) meetings on all sex offenders who will be released back to Glasgow. They also work in tandem with Glasgow Homelessness Partnership Prison Casework Team to ensure that appropriate accommodation is sourced for sex offenders returning to the community.

Social Workers from the Criminal Justice teams in each of the 5 Community Care Partnerships covering Glasgow are responsible for managing those sex offenders who are on community based orders such as Probation and Community Service.

Strathclyde Police

Strathclyde Police are responsible for the enforcement of the sex offender register and policing activities including preventative monitoring strategies coupled with investigation and prosecution of any Registered Sex Offender who re-offends.

These statutory responsibilities include, maintaining an accurate record of those persons in the Police Force area who are subject to the notification requirements, to initiate enquiries where such persons fail to comply with the requirements placed upon them; and to manage sex offenders whose current behaviour is of concern.

The police are lead Responsible Authority for those community based Registered Sex Offenders who are not subject to any other form of statutory supervision. From a policing perspective, MAPPA implementation has positively supported policing activities, through the reciprocal duty for all agencies to share information.

In Glasgow, the three policing divisions which cover the CJA are Glasgow City Centre – A Division, Glasgow North East – B Division; and Glasgow South – G Division. Each of the 3 Glasgow Divisions have dedicated Offender Management Units and are supported by a central Force Public Protection Unit, established in 2007, to progress offender management strategies for the Force and to dedicate a liaison officer for the CJA.

The Force has created this new structure to align it's resources, train staff and raise public awareness in respect of the current management of MAPPA Category 1 offenders (Registered Sex Offenders) and the future incorporation of MAPPA Category 2 and 3 (Restricted Patients, Potentially Dangerous Persons and Violent) offenders.

Greater Glasgow and Clyde Health Board

Glasgow CJA is serviced by a single Health Board; NHS Greater Glasgow & Clyde. Health has a significant part to play within MAPPA in dealing with offenders who have health issues, including mental health problems.

For individuals who are mentally disordered restricted patients, Health assumes a Responsible Authority role, this provision was implemented on the 30th April 2008. The Care Programme Approach has been adopted as the mechanism for regular review of their management. For all other cases health assumes a Duty to Co-operate status. NHSGGC is represented at both the MAPPA Management Group (MMG) and MAPPA Working Group (MWG) meetings.

NHSGGC do not have a single representative that attends all MAPPA meetings. However, requests for information and/or clinicians attendance at meetings are actioned via a single point of contact and the MAPPA co-ordinator on a case by case basis.

Health's involvement to date includes:

- General information sharing responsibilities between Health and MAPPA process.
- Access to, or clarification from information contained within historical records or reports to assist with risk assessment/risk management.
- Attendance at MAPPA meetings – GP's, Health Visitors, Psychiatrists, Clinical/Forensic Psychologists, Addicton Workers, Community Psychiatric Nurses, and Health Board reps.
- Notifications of safety alerts.

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>

The operation of MAPPA

From MAPPA inception in April 2007, all Registered Sex Offenders already being discussed at local multi agency risk management meetings. The risk levels appended to offenders were subsequently reviewed under the new MAPPA arrangements which resulted in notification and referral forms submitted by Strathclyde Police.

It was agreed that Strathclyde Police would back record convert all community based registered sex offenders who would fall within MAPPA to ensure that everyone subject to registration requirements had entered MAPPA processes. This was achieved by May 2007.

Since then, all new cases, either at an initial information sharing meeting or at a pre release Integrated Case Management meeting, require all agencies discuss and agree each offenders potential MAPPA level on release into the community.

If required, in accordance with the Guidance, a level 2 or 3 referral is submitted with as much supporting documentation as possible for the consideration of the MAPPA Co-ordinator.

If it is agreed that the individual can successfully be managed at level 1 a notification form is submitted. The coordinator reviews the referral information and decides the appropriate level and arranges meetings in accordance with the prescribed timescales.

For consistency, level 2 meetings are held on set days, once a week and level 3 meetings are arranged as required.

Chairing arrangements are as follows:

Level 2: Operation Manager, CJSW or Detective Chief Inspector, Strathclyde Police

Level 3: Head of Service, CJSW or Superintendent, Strathclyde police

Core membership for level 2 meetings are CJSW and Police, supplemented by other agencies as required for example other areas of social work, housing, SACRO or health or in some cases SPS. Level 3 MAPPP comprises of CJSW, Police, SPS supplemented by others as required.

During the first year of MAPPA in Glasgow there have been issues surrounding attendance at meetings and quality of referral information. It is envisaged that additional briefing sessions will be organised to ensure improvement in the following years.

The Responsible Authorities require to put measures in place to ensure appropriate and secure retention and storage of MAPPA information and there is ongoing discussion about this issue. Relevant documents are tabled at meetings rather than distributed, to ensure there is no inappropriate dispersal of information.

Following sharing of information a collective risk management plan is agreed with associated actions being discharged to key personnel. It is only through attendance by all relevant agencies that a risk management plan can be robust in nature. At the close of the meeting a review date is set with target dates set for actions to be executed.

In pursuing the ethos of the "critical few", each Responsible Authority continues to manage the majority of those they are responsible for and care is taken not to over-inflate risk levels to ensure the correct allocation of scarce resources. MAPPA provides a robust process not only for the public but also for offender management professionals, in the knowledge that there is somewhere to refer when risks escalate. This has been particularly so, whilst reviewing ongoing acute 2007 assessments.

The length of time an RSO is held at level 2 MAPPA varies dependant on risk and needs. An area of further immediate development is the need to consistently apply level 1 process throughout Responsible Authority Service Provision, thus creating further confidence in the system in reducing level 2 cases at the earliest appropriate time

Each case is examined for its own complexities with each area of risk being closely considered. For example, when an offender is released from Prison he/she will have a joint Police/CJS Social Work visit immediately after release to allow the agencies to explain their role and also the role the offender must take to achieve effective self management of his/her presence in the community.

Disclosure within the terms of the Sex Offenders Act is considered in all meetings but there have been no instances in Glasgow where a request for disclosure has been submitted to the Chief Constable. Strategies have however been employed to encourage self disclosure and disclosure through the child protection route.

There has been a tendency in Glasgow to place an emphasis on restrictive actions in risk management. A learning point for the next year has been to give more explicit consideration to self management.

Case Study 1:

Reacting to risks in the community

Background: D was managed solely by the police following unsuccessful completion of a probation order. His index offence was downloading child pornography and through risk assessment work had acknowledged an active interest in young boys. The breach of his probation order had involved targeting of two young boys.

Assessed Risks:

- Active interest in young boys
- Accommodated pre offence opposite a primary school
- Letter written trying to re-establish contact with the young boys

Outcomes: A series of level 2 meetings were held comprising of police; Criminal Justice Social Work and the local housing provider. These meetings resulted in agreement being reached that D should be offered alternative accommodation. D's self management strategies were promoted. He engaged in a period of voluntary supervision from social work and sought out private counselling in relation to his offending.

Disclosure to the school was considered but not required as local housing agreed to transfer to a more appropriate location.

Further assessment showed that while he continued to present a high risk to young males, he was aware of his risks and had devised strategies to deal with them.

A high level of preventative measures were not required in this case as his internal controls could be utilised and development of them encouraged to manage his risks and all agencies involved worked together to build supports around him.

Case Study 2:

Preparing for release:

Background: P was serving sentence for rape of a female he had met and taken back to his flat with her boyfriend. He spiked their drinks and raped the female. He has previous convictions for sexual assault. In prison he was assessed as being in the lower end of intellectual functioning. He had learning difficulties and was assessed as very high risk.

Assessed Risks:

- Attitudes to sexual entitlement
- Social isolation
- Low level intellectual functioning
- Use of alcohol

Risk Management: A level 3 MAPPP was held comprising of representatives from senior management from police, social work, SPS, SERCO and homelessness services and the following risk management plan was agreed:

- Apply for electronic monitoring as condition of release licence
- Intensive support to be provided
- Appropriate accommodation to be sourced
- Rigorous supervision in terms of adherence to licence conditions
- Support to be provided in terms of learning difficulties.

Outcomes: Following release, P has been managed through MAPPA 2 procedures and close collaborative working means information is consistently being shared and responded to accordingly.

A condition of electronic monitoring was granted following negotiations with the Parole Board. P is under intensive supervision from 11a.m to 7 p.m. when his curfew is activated. In this case there are stringent external controls in place which to date have been successful in preventing him from offending. However it is recognised that attention now requires to be given to increasing his internal controls or at least assessing his ability in this area and consider an exit strategy for the funding intensive external controls.

Developments in work with high risk offenders:

In addition to the introduction of MAPPA, work in general with sex offenders has developed in terms of the introduction of the Stable & Acute 2007 risk assessment tool. This tool was devised by Harris/Hanson and training was delivered to representatives from CJSW, Police and SPS. A limited number of people have been trained within Glasgow CJA and resources were invested to risk assess all RSOs within the prescribed timescales as set by the Scottish Government. There are still training needs in this area. This year has been spent making sure all were assessed and with assessors developing confidence and competence in the tool.

The Community Sex Offender Groupwork Programme (see below) has been provided in Glasgow since 2003 and work in this area is ongoing.

Victim Work

Strategic actions have been raised at various MAPPA meetings reference the need for review in this field. Victims' needs are discussed at every meeting and consideration given as to the information that they may now need to know. The challenge for Glasgow MAPPA is to link in a meaningful way to the Scottish Victim Strategy.

Glasgow has been proactive in utilising all available information within agency records, to create analytical charts, to ensure that no vulnerable child or adult requiring special measures of protection, goes unidentified.

It is recognised that more explicit links need to be made to the various strands of work with victims in Glasgow, as alluded to above in the early identification of linkages with Glasgow Child Protection Committee; the 5 CHCPs and the soon to be established Adult Protection Committee.

Statistics

Category 1 MAPPA offenders, Registered Sex Offender

1. The total number of Registered Sex Offenders living in Glasgow on 31 March 2008 **430**

This number equates to 74 per 100,000 of population

2. The number of sex offenders having a registration requirement who complied **456**

Number reported for breaches of the requirements between 1 April 2007 and 31 March 2008 including 3 Missing & 1 Wanted Sex Offender. These missing and wanted sex offenders continue to be actively managed. **23**

3. The number of Sexual offences Prevention Order (SOPO)/ Risk Of Sexual Harm Order (RSHO)

Applied for	2
Interim SOPO/RSHO granted	0
Full SOPO/RSHO imposed by courts between 1 April - 31 March	2

There have been no RSHO either applied for or granted in Glasgow

4. The number of Foreign Travel Orders

Applied for	0
Imposed	0

Offenders managed through MAPPA

1. The number of MAPPA Offenders have been managed between 1 April 2007 and 31 March 2008

Level 1	402
Level 2 (MAPPA)	74
Level 3 (MAPPP)	3

Of the cases managed at level 2 or 3 during the reporting period

	Level 2	Level 3
Convicted of further serious sexual/violent offence:	0	0
Returned to custody for breach of Licence:	10	0
Returned to custody for breach of SOPO:	1	0
Breached Licence but not returned to custody:	1	1
Subject of formal police disclosure:	0	0

Treatment Programmes

The Community Sex Offender Groupwork Programme is the main method of treatment in Glasgow. This programme is accredited in Scotland.

Prior to entry into the group, a trained case manager engages the offender in preparatory work, discussing fears about the work and undertaking the case manager's pack. This is a series of motivational exercises designed to encourage a trusting relationship and develop a level of comfort in disclosing personal information.

Psychometric tests are administered at various prescribed stages throughout the programme and are used to inform deviance level and contribute to assessment of treatment needs, whether that is core programme or relapse prevention.

The CSOGP is made up of an induction programme, a 20 week programme designed to gain a better understanding of processes involved in sexual offending. Following this offenders either proceed into the core programme or relapse prevention. The core

programme is a further 190 hours of intervention focusing on offending and surrounding issues. The relapse prevention programme is a further 50 hours of intervention designed to develop an individual relapse prevention plan.

Those identified by a prison as successful completers of the Sex Offender Treatment Programme (SOTP) need to undertake Relapse Prevention. Successful completers are identified from the end of treatment report completed by the prison. There have been ongoing issues in Glasgow Social Work Criminal Justice getting these reports and access to psychometric tests to support treated profiles.

In the year 2007/08 there have been 2 induction modules completed and 3 relapse prevention programmes. The majority of participants are being managed on a level 1 basis. During level 2 and 3 meetings the potential for involvement in CSOGP is discussed and priority referrals are accepted. However it should be noted that level 2 and 3 cases are the more complex cases in terms of risk and it should be understood that offenders need to be in state of stability to achieve meaningful participation in CSOGP.

Future Targets

In adhering to the practice of “good governance”⁵ and corporate risks, the key areas identified for future actions for the coming year are as follows:

1. **MAPPA purpose and outcomes for public protection:**
Glasgow CJA has been giving consideration on how to deal with wanted/missing registered sex offenders within MAPPA. Early on in the process, at the instigation of Strathclyde Police, a one day multi agency meeting was held to discuss all the missing sex offenders in the Glasgow area. A target for the year would be to further define MAPPA policy in this area with a view to influencing national policy in terms of guidance in this area.
2. Additionally attention must be given to MAPPA level 1 arrangements. While an Information Sharing Protocol exists between Glasgow Social Work Criminal Justice and Strathclyde Police this has proved difficult to apply consistently across the City which has had the consequence of retaining MAPPA management at level 2 for some cases which would otherwise have been appropriately managed at level 1. It is a priority to

⁵ The Independent Commission for Good Governance in Public Services report “The Good Governance Standards for Public Services” is available on the web at http://www.opm.co.uk/icggps/download_upload/Standard.pdf

encourage uniformity in level 1 process. This in turn will have the by-product of increasing confidence on the part of the MAPPA panel to reduce cases to level 1 management as the necessary review processes will be in place.

3. Multi Agency performance management shall be crucial in identifying those preventative and enforceable risk management strategies that are most effective in protecting the public and reducing re-offending rates. Baseline information shall be built upon over the next 5 years and benchmarked against recidivism rates pre MAPPA.
4. **Effective Functions and Roles:** A target for the next year is the evolution of the current Multi Agency Implementation Group into a strategic oversight group. A review of administrative duties and systems is also required. The one administrator employed to provide support to the MAPPA Co-ordinator has been the main minute taker for MAPPA in Glasgow. A target would be to review these processes to refine that function to one of assisting in quality assurance.
5. **Promoting MAPPA values:** A major requirement for the first year was the production of a Memorandum of Understanding, which has now been completed. A target for the second year will be to identify gaps in Information Sharing Protocols, ensuring that existing Protocols are fit for purpose and where necessary developed and where gaps are identified, work is tasked to satisfy the reciprocal information sharing duty.
6. A further target is to organise a series of briefing sessions and deliver joint training in the arena of MAPPA, particularly to support those agencies which have struggled to engage in MAPPA.
7. **Transparency and Effective Risk Management:** As stated previously Stable & Acute 2007 was introduced this year. A target is to expand the effective use of this tool to aid risk management. ViSOR has been used effectively by both Strathclyde Police and Criminal Justice Social Work to manage offenders. A plan is well advanced to introduce 5 additional ViSOR terminals across Glasgow to further improve the Risk and Case Management capability. The gaps in information sharing and risk Management represented by the lack of ViSOR capability within SPS and NHS is being addressed nationally.
8. **Developing Capacity and Capability:** Glasgow is in the early stages of examining the benefits of a co-located model of service

delivery. A target is to see if this is a viable option and take action accordingly. Additionally a priority is to build confidence in administering and interpretation of Stable/acute risk assessment tool.

9. Consideration has been given to developing peer review in terms of competency of the Stable & Acute risk assessment. In Glasgow, the police and Criminal Justice Social Work jointly administer all assessments. This arrangement needs to be reviewed as to effectiveness and viability.
10. The year 2007-08 has seen Greater Glasgow and Clyde NHS cooperating with MAPPA as a duty to cooperate agency through an information sharing guidance document. This document does not encourage attendance rather information sharing via a single point of contact. Attendance at meetings facilitates informed discussion and risk management planning. Therefore attendance at meetings by all agencies will be subject to review and ongoing monitoring.
11. **Engaging Stakeholders and making accountability real:** Meetings have been most successful when there has been buy in from all partners. A key target is to examine ways of improving attendance and introducing measures to hold agencies to account. The formation of a strategic oversight group should assist in this process.

