

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..

**Fife and Forth Valley
Community Justice Authority**

**Multi Agency Public Protection
Arrangements
(MAPPA)**

**Annual Report
2007/2008**

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INTRODUCTION

(Provided by the Scottish Government's National MAPPA Coordinator)

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

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

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

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

Sexual offences cause considerable anxiety and although reconviction rates are very low the public are 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 are 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 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 that 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>

W.Manson. National MAPPA Coordinator

MAPPA IN FIFE AND FORTH VALLEY

Area Summary

Fife and Forth Valley CJA is a large and diverse geographical area that encompasses four local authorities, two police forces and two NHS Areas, as well as three prisons (Polmont Young Offender Institution; Cornton Vale women's prison; and Glenochil, a prison for adult males).

Fife Local Authority has co-terminus boundaries with Fife Police Force, and NHS Fife. The three local Authorities within the Forth Valley (Falkirk, Stirling and Clackmannanshire) have similar commonality with the NHS Forth Valley and Central Scotland Police Force. Separate arrangements have been established in Fife, and the Forth Valley. Two MAPPA co-ordinators manage the arrangements on behalf of the responsible authorities in areas co-terminous with the two police forces.

The Chief Officer of the CJA is a member of both the Fife Nominated Officer Group and the Forth Valley Strategic Management Group.

All relevant offenders are notified to the respective MAPPA co-ordinators and where a multi-agency response is required to manage the case, they are scheduled into regular meetings, attended by the Responsible Authorities and Duty-to-Cooperate Agencies.

ROLES AND RESPONSIBILITIES

Section 10 of the Management of Offenders etc (Scotland) Act 2005 requires the **Responsible Authorities** to jointly establish arrangements for the assessment and management of the risks posed by serious sexual and/or violent offenders and to co-operate with each other in the establishment and implementation of these arrangements.

Responsible Authorities

Are defined by legislation and are as follows;

Police

The police have a duty to uphold the law by preventing crime, preserving order and protecting life and property. In respect of registered sex offenders, the police maintain an accurate record of those persons in the police force area who are required to register with the police under the sex offender legislation; monitor by visiting to prescribed timescales; to initiate enquiries where such persons fail to comply with the requirements placed upon them; to participate in the multi agency process established for assessing and managing the risk presented by sex offenders or other potentially dangerous offenders in the community; and to develop, in conjunction with partner agencies, risk management plans for the purpose of monitoring and managing sex offenders.

Fife Police Force and Central Scotland Police Force currently manage approximately 435 registered sex offenders in the community. Members of each force's Offender Management Unit carry out day to day supervision.

MAPPA requires all of the responsible authorities to work jointly on the ongoing development and management of local arrangements, in line with the National Guidance. The Police work together with Local Authorities, Scottish Prison Service and NHS colleagues both in the development and management of MAPPA and in the case of individual offenders, to carry out the necessary assessment and management of risk.

Effective management of registered sex offenders depends on detailed intelligence and knowledge of the offender's psychosocial history and current lifestyle. This is a dynamic process and regular assessments are made to identify any intelligence gaps. Intelligence and information is collated and shared using a range of police techniques and a range of police specific and shared databases. Police officers in the Offender Management Units are trained in the use of approved specialist sex offender risk assessment tools

Local Authorities

Within each Local Authority are a number of departments or subsections which need to come together as required within MAPPA to contribute to the safe management individual cases. Amongst these are;

Housing

Housing is a key issue for many sex offenders who cannot return to their own home or family, for reasons related to victims or public reaction.

The National Accommodation Strategy for Offenders (NASSO) states;

"Once they have served a sentence for their offence, sex offenders - as with all offenders - require to be reintegrated within the community. Extensive research and reviews by experts have shown clearly that stable housing arrangements and effective monitoring are key to minimising the risks posed by sex offenders. Stable accommodation contributes both to the successful rehabilitation of the offender and to the protection of the community in which that person lives. Not all sex offenders are imprisoned, and the requirement for stable accommodation applies equally to those who are not imprisoned.

In particular, more specific studies have shown that:

- Support coupled with stable accommodation can directly address the risk factors associated with further offending, and enables individuals to benefit from supervision and other forms of treatment
- Offenders whose main problem was housing or accommodation were significantly less likely to complete behaviour modification programmes than offenders who did not have that problem

- Placements in tenancies can support on-going risk management by all of the agencies involved where formal protocol arrangements are in place to enable exchange of sensitive information about individuals”

NASSO also created the role of SOLO (Sex Offender Liaison Officer).

The SOLO role involves:

- Identifying the most appropriate housing provider following the risk assessment carried out by the Responsible Authorities
- Ensuring that, when an appropriate housing provider has been identified that the housing provider is included by the Responsible Authorities in the arrangements set out in the Memorandum of Understanding relevant to the identification of appropriate housing and the management of risk
- Liaising proactively with Responsible Authorities and housing providers on ongoing risk management and community safety issues

SOLO leads on surveying neighbouring accommodation for vulnerable people or places that may have significance in terms of potential victims. Police and Social Work have an essential contribution to this process by interrogating their databases to ascertain what risks may be presented by housing an offender at a particular address. This process is referred to as “address profiling” and the risk management of an offender’s address is a crucial and fundamental part of offender management. The address profiling process that operated in Forth Valley before MAPPA was drawn upon in devising the NASSO.

(n.b. Fife and Forth Valley councils tend to avoid using the term “SOLO” in the functionary’s job title to avoid publicly identifying the people they work with as sex offenders)

Criminal Justice Social Work (CJSW)

Local authorities provide a range of social work and social care services, including the provision of services for adult offenders (16 yrs and above). In England and Wales the National Probation Service would provide many of these services. The core criminal justice social work functions are;

- The provision of reports to the courts and Parole Board;
- Supervision of post-release licences,
- Probation,
- Community Service,
- Drug Treatment and Testing Orders,
- Structured Deferred Sentences
- Supervised Attendance Orders

CJSW is also responsible for the supervision of post-custodial licences, including sex offenders sentenced to 6 months or more. All local authorities also provide a Throughcare Addictions Service (TAS) that can be accessed by short-term prisoners.

All persons leaving custody are entitled to request voluntary aftercare for up to 12 months after leaving custody.

National Objectives and Standards for Social Work Services in the Criminal Justice System require that reports to court or the Parole Board should include a risk assessment. All action plans for people on probation or licence should include a risk management plan aimed at reducing the risk of re-offending or of serious harm. This plan should contain details of how the risk factors identified in the assessment will be controlled or reduced and monitored. This then determines the content and intensity of supervision. If an offender fails to comply with supervision he or she may be reported to the court or Parole Board and re-sentenced or recalled to custody

Conditions within the order or licence may include:

- Living in accommodation approved by supervising social worker
- Participating in structured treatment programmes
- Co-operating with substance misuse service
- Having no contact with children under the age of 17
- Curfew
- Restrictions on type of employment

The Irving Report (*“Registering the Risk: Review of Notification Requirements, Risk Assessment and Risk Management of Sex Offenders”*, Professor George L. Irving, July 2005) recommended that when risk assessment is undertaken in respect of a sex offender, the assessment should be completed jointly with the police; the police should be notified of any change to the risk assessment and at the end of supervision a further joint risk assessment should be undertaken. In Fife and Forth Valley, joint work between police and criminal justice social work has been relatively advanced for several years and the joint training and practice in risk assessment has now consolidated and enhanced this.

Other Social Work Services

In addition to CJSW, Local Authorities are required to provide Social Work Services in respect of;

- Young Offenders and Children who Offend
- Child protection and promoting child welfare.
- Vulnerable adults (those aged over 16 who, by virtue of, or 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 are unable to take care of themselves or unable to protect themselves from significant harm.)

All of these services are overseen by the Chief Social Work Officer.

Scottish Prison Service

The Scottish Prison Service (SPS) is responsible for carrying out risk and needs assessments to assist in determining the management of the prisoner during

sentence and in preparation and planning for release. SPS works together with the offender's supervising officer from CJSW and the prison-based Social Workers throughout this period. This is referred to as Integrated Case Management (ICM).

(For further details and statistics see the SPS annex to this report)

NHS

NHS Fife and NHS Forth Valley have been represented over the last year on the MAPPAs Steering Groups within their own area. The implementation of MAPPAs in respect of Restricted Patients has increased the remit of Health to be the lead Responsible Authority in these cases. The establishment of appropriate representation and attendance have been early development issues, which is linked to broader resource difficulties. Since MAPPAs were established in 2007, the NHS has shown support, commitment and a willingness to be involved.

NHS forensic clinical psychology has much to contribute to the management of high-risk offenders. Clinical psychologists are qualified in the use of a wide range of assessment tools. However this is an expensive process in an environment where there are many competing demands upon Health resources, The process of assessing, negotiating and committing appropriate resources will continue to be an issue as the workload grows.

Mappa For Restricted Patients

Restricted Patients within MAPPAs are those subject to detention or restriction under the terms on the Mental Health (Scotland) Act, and who are also sexual or violent offenders. The provisions for Restricted Patients within the MAPPAs guidance have recently been implemented. Health is the Responsible Lead in this area and the process of notifying and referring to MAPPAs is in operation within Fife and Forth Valley. These patients will continue to be dealt with within the Care Programme Approach, and that system will interface with MAPPAs. Training of Health personnel to chair MAPPAs meetings is currently ongoing.

The Forensic Psychiatric Adviser at the Scottish Government Health Directorate and the team of caseworkers for Restricted Patients will provide guidance and advice.

Duty to Co-operate Agencies

The Responsible Authorities recognise there are challenges ahead as the work of MAPPAs expands. Essential in meeting and servicing these challenges are our good working links and relationships with our local "duty to cooperate" agencies.

This applies both in individual case management and in the development of appropriate support services and contingency responses.

The effectiveness of public protection depends on a coordinated collaborative response.

Sections 10(3) and (4) of the Act stipulate that in establishing and implementing the joint arrangements, the Responsible Authorities MUST act co-operatively with the "Duty to Co-operate Agencies", who are specified by the Scottish Parliament.

A variety of agencies fall into this category. These include housing providers, electronic monitoring provider SERCO, and all organisations that contribute services in respect of risk management on behalf of a local authority. In Fife and Forth Valley, SACRO and APEX are two such examples. The Responsible Authorities also have a duty to co-operate with each other. Services such as Children and Families Social Work, Housing, and Education Departments must co-operate where appropriate to fulfil the corporate responsibilities of the local authority.

Co-operation specifically includes the duty to share information, although the duty is not limited to this.

WORKING WITH OFFENDERS

Sexual and violent offenders are resident in all communities and the physical and emotional impact of such offending upon victims can be extremely damaging. The Multi Agency Public Protection Arrangements enable information regarding the assessment of the risk posed by such individuals to be effectively shared to enable the preparation of effective risk management plans. The risk posed by any individual can change at short notice and requires a swift response to control and minimise the risk to the public. All appropriate and proportionate steps are taken which may include disclosure to appropriate persons in the community. The MAPPA partners strive to minimise the risk as far as possible. However despite diligence and exacting procedures to minimise the risk, it will never be possible to eliminate it completely.

Risk Assessment

This process involves identification of Risk Factors, i.e. factors that underpin an individual's decision to offend. These risk factors fall under two broad categories: historic factors that are not subject to modification such as an individual's previous conviction, and dynamic factors that are subject to fluctuation. However, the latter factor can also lead to an increase in risk and as such should be monitored at more frequent intervals.

There are two risk assessment tools used across agencies to assess risk. These tools chart the significant factors and assist in the assessment of risk. Conventionally, risk is considered on two levels: a risk of re-conviction, and risk of serious harm to others should a further offence be committed.

Risk Management

Risk management is conducted at various levels by all the agencies involved. Strategies centre on changing the offenders' attitude and behaviour and imposing external controls.

Attitude and behaviour are addressed through the Sex Offender Treatment Programme and individual casework. This attempts to motivate the offender to

identify his own risk factors, and employ avoidance strategies once he recognises signs that he is re-entering the kind of behaviour and thought patterns that previously culminated in an offence. The external controls can include curfew, visits by agencies, surveillance, intelligence gathering from associates, and Court Orders to prevent the offender from visiting certain areas such as parks or swimming pools. The most robust management will involve all of these elements to manage the offender.

Community Sex Offender Groupwork Programme (CSOGP)

CSOGP is an intensive group work programme validated in Scotland and utilised by most Criminal Justice Services in Scotland as the preferred intervention for sex offenders. Within the Fife and Forth Valley area, the programme has been running for several years and is jointly provided by trained and qualified staff from CJSW and SACRO. This and other programmes aim to develop within the offender an acknowledgement of responsibility for their behaviour, and strategies for controlling it. The successful combination of the offender's own internal controls, and external controls imposed through supervising authorities provides the best prognosis for successful risk management and public protection.

The overall programme consists of an induction group, the core group and the relapse prevention group. Offenders are assessed using approved psychometric tests, and then must complete the appropriate components of the programme. Depending on the assessment an offender could be in the programme for up to 18 months.

ViSOR

The Violent & Sex Offender Register is an information and management database allowing the rapid dissemination of information countrywide between the agencies involved in the management of offenders. This database is a working tool that addresses previous significant flaws in the sharing of relevant information that has been highlighted in inspections of all agencies involved in offender management.

The MAPPa process in action

When an offender is due to leave prison a number of agencies, including “duty to cooperate” agencies, become involved at different points. Their involvement varies, dependent upon the risk assessment and management plan for the individual.

Contact will have been maintained by the community based Criminal Justice Social Worker with the offender and Prison staff during the custodial part of the sentence. This would also involve information regarding progress within the prison regime and any treatment provided, and monitoring any attempt at potential victim contact or networking with other offenders.

An official MAPPa notification from the prison is required at a statutory point before release, containing comprehensive up to date information regarding the prisoner.

This referral should be informed by a meeting involving all appropriate agencies involved in supervision. Interventions and accommodation, and preliminary plans for release and management in the community are drawn up at this point.

The proposed accommodation is subject to scrutiny by the Police, Social Work and Housing in terms of the vulnerability of neighbours etc.

Upon release the offender reports to his supervisor and the offender will have to register at a police station and record a number of personal details that are used for intelligence purposes. He will also receive a visit at home by the specialist police officers.

There may be requirements to engage in Groupwork to address offending as well as structured work with a supervisor. A curfew may be one of the conditions of his release as well as exclusions from contacting previous victims. For individuals who have previously targeted children there will also be a condition to prohibit all contact with children. During the supervision process a mandatory risk assessment is carried out and updated on every contact to alert MAPPa partners to any increased risk detected.

The case is regularly reviewed by MAPPa at intervals prescribed according to level of risk. Cases may be reviewed more frequently than prescribed if the MAPPa meeting determines it.

If the offender establishes inappropriate contact with anyone, disclosure to that individual is an option that is considered. Additionally there is the potential for the prisoner’s recall to prison.

At the end of the supervision licence period the offender will often continue to be subject to Sex Offender Registration requirements, which could be for life. Police supervise the registration requirements and if there is a need to continue to impose controls, application to the court for a Civil Order is an option.

WORK WITH VICTIMS

A victim information scheme is in operation that requires the victim to register with the scheme through the Procurator Fiscal at time of conviction. The number of victims opting in to this scheme is relatively low. This is an area in which further development is required to engage the victim perspective in the management of the offender.

Victim Support Services exist in all Fife and Forth Valley local authority areas. Trained volunteers and staff deliver services to victims of crime, working to national standards for these services.

The Victim Information and Assistance Service (VIA) and a Witness Support Service is based in every Sheriff and High Court. Trained volunteers, supported by paid staff, offer a service to all witnesses who attend court, both for the defence and prosecution.

Victim Support work to improve and increase knowledge about victims and witnesses through research studies, projects, and appropriate publicity and information materials. Many of the trained volunteers have attended courses that look at the needs of victims affected by Rape, Sexual Assault or Domestic Violence.

FIFE ARRANGEMENTS

Management Structure

In Fife, the Sex Offender Management Group is composed of representatives of the Responsible Authorities and provides operational supervision of the MAPPA within Fife.

The Nominated Representation Group comprises managers of a senior level who provide strategic oversight of the process and a readily accessible decision making forum that regularly reviews the MAPPA process. Both groups at their respective level of management have provided input to joint Community Justice Authority training events held in March and April 2008.

Fife has engaged in a number of initiatives to deter re-offending. One example is initiating regular police patrols into areas that are associated with public space indecency offences. This is allied to Fife Council cutting back on open space undergrowth and increasing street lighting.

DNA samples have been collected from both registered and de-registered sex Offenders. Voluntary samples have also been taken from those individuals against whom various allegations have been made but prosecution has not been viable. This is part of the initiative of Fife Constabulary to monitor and manage such individuals who are felt to pose a risk to the community, even though it has not yet been possible to secure a conviction.

THE OPERATION OF MAPPA IN FIFE

A MAPPA meeting, covering the whole of Fife, is held on a weekly basis and is chaired by a Superintendent of the Police or a Social Work Service Manager. An additional meeting will be convened if volume of work requires it. In the case of a Level 3 meeting being called, these meetings are chaired at Assistant Chief Constable or Senior Social Work Manager level.

A referral triggers the community-based response that starts with consideration of the case at the MAPPA meeting. A management plan is devised to manage the offender. In Fife this includes a visit by police officers on the day of release to highlight the offenders' responsibilities in terms of sex Offender registration, license conditions, and any Civil Order that has been imposed e.g. Sex Offender Prevention Order.

The plan may then also contain an appropriate combination of the interventions and strategies outlined above in the section on "working with offenders".

The Significant Risk Advisory Group (SRAG) existed in Fife before MAPPA were adopted, and oversees and reviews Clinical Treatment and Risk Management of individuals who have a Learning Disability/Mental Health Condition and who have either been convicted of an offence indicating a risk to the public or have exhibited behaviour indicating pro-active management is required.

The SRAG continues in this remit, but now works in conjunction with MAPPA and all cases go through the MAPPA process.

The Child Support Service provides consultation, assessment and treatment for young people who have exhibited sexually problematic behaviour or who have been convicted of sexual offences. The referral of young people into the MAPPA process is something that is currently subject to development as identified in the summary below.

VICTIM FOCUS

In May 2006 Fife Constabulary merged its existing Child Protection and Domestic Abuse Units to form the Family Protection Unit. Both Police and Social Work staff this unit. The Family Protection Unit is invited to MAPPA meetings when there is an identified focus in terms of the victim. This would normally be if the victim were a child, or an adult reporting historic abuse from childhood. The Victim Support Service and the Centre for the Vulnerable Child offer some stand-alone support.

Where there is a child victim or a potential child victim, the Social Work Children and Families Team, who are permanent members of MAPPA, contact the victim if this is deemed appropriate. Where there are disclosure issues and no Children and Families Team involvement, the Offender Management Unit will contact the person concerned.

The input from adult victims remains limited in terms of taking their views into account during the management of risk, particularly in respect of releases from prison. In appropriate cases, the MAPPA meeting may ask the police to approach previous victims in order to cover this aspect.

Case Example 1

C is a child who has committed two sexual offences targeting adult women. The precursors of this were offences involving cruelty to animals and the theft of underwear from washing lines. He is currently in the care of the local authority. It was proposed that his treatment plan should include a short residential placement including structured activities.

This presented a challenge in terms of weighing the risk of re-offending against the complex personal developmental needs of the child offender with their own special needs. Further details of the residential placement were requested, specifically how cover would be provided at night. There was a need to have staff cover increased to provide cover at all times.

This enquiry from the MAPPAs revealed that the situation at the residential centre was not as had initially been presented. As a result the partner agency decided that this young person would be withdrawn from the residential experience, as there were other residents whose safety could have been placed at risk if the placement was approved.

The plan was flexible enough to cope with a change in the situation and partnership agencies recognised the potential increase in risk and took appropriate risk management decisions. This is but one of the many complex issues presented with this particular case which has involved and intra agency working as the risk management plan changed to adapt to the changing risk factors.

Case Example 2

Mr A had been released after a custodial sentence for sexual offences against children. These offences followed a period of grooming during which he was able to isolate vulnerable children from their parents.

Concerns were raised that Mr A had made contact with an ex-prisoner he had met whilst serving his sentence. Additionally he had formed a friendship with a family who had children. This family also supported his view that the report of the offences, by the victims, was to obtain criminal injuries compensation. This had the effect of supporting his distorted thinking and also posed a risk to other potential child victims.

The MAPPAs meeting decided the case manager should apply to amend Mr A's licence with a condition to prevent him having supervised contact with any children. His licence had previously stipulated there could be supervised contact with his own family. However the risks and the collusion apparent on the part of the family he had befriended indicated more stringent conditions needed to be imposed. Social Workers also visited to verify a self-disclosure of his offending to the adult members of the family.

A situation also arose which indicated disclosure to another family was required in order to protect the public. However as the ramifications of this may have led to reprisals in the community, the decision was taken that immediate removal of the individual was required. Mr A objected but this was deemed necessary in the circumstances in order to protect members in the community.

FIFE MAPPA STATISTICS 2007/2008

	Category	Statistic
1 a	No. of Registered Sex Offenders	229
b	No. of Registered Sex Offenders per 100,000 of population	80
2	No. of Sex Offenders who:	
a.	Complied with Registration requirements	227
b.	Were reported for breaches between 1/4/2007 to 31/3/2008	2
3.a.	No. of SOPOs applied for between 1/4/2007 to 31/3/2008	16
b.	No. of RSHOs applied for between 1/4/2007 to 31/3/2008	1
c.	No. of Interim SOPOs granted 1/4/2007 to 31/3/2008	4
d.	No. of Interim RSHOs granted 1/4/2007 to 31/3/2008	1
4.a.	No. of Foreign Travel Orders applied for between 1/4/2007 to 31/3/2008	0
b.	No. of Foreign Travel Orders imposed between 1/4/2007 to 31/3/2008	0
5.a.	No. of Level 1 Offenders managed between 1/4/2007 to 31/3/2008.	189
b.	No. of Level 2 Offenders managed between 1/4/2007 to 31/3/2008	44
c.	No. of Level 3 Offenders managed between 1/4/2007 to 31/3/2008	1
d.	Analysis (Of 94 non-registered and 229 registered sex offenders)	
	Age ranges	
	Under 18	3
	18-21	15
	22-25	25
	26-30	31
	31-40	64
	41-50	72
	51-60	50
	61-70	31
	70 +	27
	Female Offenders	5 (2.18%)
6.	How many cases at Level 2/3 whilst managed at this level:	
a.	Were convicted of a further serious sexual or violent offence.	0
b.	Were returned to custody for a breach of licence for further serious sexual / violent offence.	1
c.	Were returned to custody for a breach of SOPO/RSHO.	1
d.	Breached their licence but were not returned to custody.	0
e.	Breached their condition of hospital discharge and were recalled to hospital.	0
f.	Breached their condition of hospital discharge but were not returned to hospital.	0
g.	Were subject to formal disclosure.	1
7.	Scottish Prison Service.	
a.	No. of offenders who completed sex offender programmes.	Unknown
b.	No. of SPS staff trained for sex offender programmes.	Unknown
c.	No. of SPS staff trained for risk assessment tool.	Unknown
d.	No. of completed risk assessments for MAPPA referrals.	Unknown
8.	Treatment Programmes (Community)	
a.	No. of groupwork programmes ran.	8
b.	No. of offenders who engaged in treatment.	39
c.	No. of offenders who completed programmes.	34

(#For "Missing Offenders", see Annex 2)

Sex Offender Programme Completions

Twenty-five candidates commenced the C-SOGP and twenty-one successfully completed the Group Work Course. One man re-offended and received a custodial sentence.

Two were removed from the group to enable tailored offence-focussed work with them. One offender's license expired after he completed the Induction module. Thirteen individuals have completed specifically targeted 2:1 intervention within the period covered by this report. (*2:1 = two workers co-working face to face with one offender*)

Sex Offender Orders

These orders pre-date the Sex Offender Prevention Orders and Risk of Sexual Harm Orders. In 2007/08 there were 3 within Fife.

Sex Offender Prevention Orders

This Order may be imposed either upon conviction or by application by the Chief Constable. The Order is tailored to manage specific risk posed by the individual. Generally the conditions are prohibitive, excluding an offender from an area where there may be potential victims. Breach of the Order is punishable with up to 5 years imprisonment.

Risk of Sexual Harm Order

In 2005 the Risk of Sexual Harm Order was created under the Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005. The Order applies to individuals who have displayed inappropriate behaviour towards children. Fife Constabulary was the first Scottish force to utilise this legislation, and this was in respect of 57-year-old man who was subsequently arrested for breach of the order in July 2006. A ROSHO applies for a minimum of 2 years and may be indefinite.

SUMMARY AND FORWARD PLANS

The past year has seen changes in the way individuals are assessed and managed in the community. The principle of reducing the risk as far as possible remains the motivation for all staff involved in the process. There are still areas that require progressing. An example of this is the greater engagement of victims of offences.

Training has long been recognised as enhancing the knowledge base of staff and allowing agencies to form links through common training. This process will continue to run alongside the MAPPA. As the process evolves so does the need to keep others aware and up to date with processes and procedures.

The planning for a Significant Risk Advisory Group to assess risk posed by young people both in terms of sexual and violent offending is underway. This group will assess the risk and make appropriate interventions and referrals.

At present, Fife are piloting inclusion of a small number of violent offender cases into the MAPPA process, in preparation for the formal addition of such cases in the next 12-18 months.

FORTH VALLEY ARRANGEMENTS

Local inter-agency arrangements for the management of sex offenders were first established in Forth Valley following the implementation of the Sex Offender Act 1997. Through joint protocol between our respective councils and Central Scotland Police, a system of case-based inter-agency public protection case conferences was developed. These were known as Sex offender Liaison Groups (SOLG).

The purpose of these meetings was to share information and formulate inter-agency plans for the management of sex offenders. Other agencies were invited to attend on a case-by-case basis. These arrangements were reviewed, validated and reinforced by the requirements and recommendations of the Sex Offenders (Scotland) Act 2003 and a number of high profile Government Reviews of the assessment and management of certain dangerous offenders.

The SOLG met on a fortnightly basis in each council area, attended by standing representatives from police, criminal justice social work, child protection services, children and family social work and housing services. Oversight of these arrangements was through a strategic management group comprising senior police and criminal justice services managers. These well established local arrangements provided a good launch pad for the introduction of the Multi Agency Public Protection Arrangements (MAPPA) in June 2007.

When Multi Agency Public Protection Arrangements were established nationally, Forth Valley arranged separate fortnightly MAPPA meetings in each council area. All relevant agencies were locally represented on these panels. It is at these MAPPA meetings that new cases are assessed, management plans agreed, and where ongoing cases are regularly reviewed and monitored. The Forth Valley MAPPA meetings are chaired by senior staff from the police and criminal justice services.

Although only a short time has elapsed since their inception, the Multi Agency Public Protection Arrangements have been established and evolved significantly, as has the confidence and commitment of agencies involved in the process. There have been a number of complicated cases involving police, criminal justice services, child and family social work, child protection services, housing services and voluntary organisations, which have demonstrated the effectiveness and additional security provided by the system.

Strategic planning and operational governance of MAPPA in Forth Valley is through the MAPPA Steering Group. This consists of the MAPPA Coordinator and senior representatives from each of the responsible authorities, along with appropriate operational managers. Key "duty to cooperate" agencies are also represented. The MAPPA Steering Group meets on a monthly basis.

It is proposed to formally link the governance of this group to the Responsible Authorities Chief Executive Group.

YOUNG PERSONS IN MAPPA

Youth Justice Teams based across Forth Valley have individual frameworks in place for managing young persons who commit sex offences or whose behaviour is sexualized to an extent that it is assessed as likely to cause serious harm to the public. They may be referred through their local screening groups to be considered by the agencies in the MAPPA meeting.

If the young person is a 'looked after child', Youth Justice Teams retain overall responsibility at all times for the young person who they have referred to MAPPA.

VICTIM WORK

The Risk Management Plans which are drawn up at the MAPPA meetings give primary attention to the offender, but they also look at the needs and requirements of victims and potential victims, including protective factors which can be established on their behalf. Restrictions are often placed (and robustly enforced) on offenders to exclude them from areas their victims live or work and to prevent them from any form of contact or intimidation. This can be done as part of a licence requirement on release from prison or as a condition of a Sex Offender Prevention Order (SOPO).

In all cases, potential victims are also identified as part of the MAPPA processes and steps taken within Risk Management Plans to reduce victim access.

Victims can also be offered more personal protection including alarms, which are monitored and linked directly to the police, changes in locks and in extreme cases, cameras which cover their home.

Case Example

An offender who had attracted a lot of publicity at the time of conviction was being released on non-parole licence having served 2/3 of a long prison sentence. Pre-release assessment and planning commenced twelve months before his release, which included ICM and MAPPA notification.

The entire council area was analysed to determine the safest accommodation, and the neighbouring area and residents profiled. The accommodation was then secured by commencing payment of rent well in advance of his release.

Against the possibility of media attention and public disorder an emergency temporary refuge in a specialist hostel in England was identified, and a place reserved at a cost of several hundred pounds per week for the first three months after release. In the event that the offender needed to occupy the accommodation, the charge would increase to around £1500 per week. Some exceptional cases can be even more expensive to manage.

A Sexual Offences Prevention Order (SOPO) was applied for and granted by the court. This added the power of immediate arrest to conditions contained in it and in the non-parole licence. These included not approaching or having any contact with children, named previous victims and prescribed areas. He was also prohibited from having Internet access, mobile phones with WAP or 3G facilities, or owning any equipment capable of creating and/or storing electronic images. Restrictions on type of employment and leisure activities also applied.

On initial release the Offender was monitored daily by a combination of police, criminal justice social workers, and staff provided by a specialist offender support agency contracted by the council. He attended the Community Sex Offender Groupwork programme and complied well. He has now been safely managed and monitored in the community for over a year.

FORTH VALLEY MAPPA STATISTICS 2007/2008

	Category	Statistic
1.a.	No. of Registered Sex Offenders	202
b.	No. of Registered Sex Offenders per 100,000 of population	70
2	No. of Sex Offenders who:	
a.	Complied with Registration requirements	182
b.	Were reported for breaches between 1/4/2007 to 31/3/2008	20
3.a.	No. of SOPOs applied for between 1/4/2007 to 31/3/2008	3
b.	No. of RSHOs applied for between 1/4/2007 to 31/3/2008	0
c.	No. of Interim SOPOs granted 1/4/2007 to 31/3/2008	3
d.	No. of Interim RSHOs granted 1/4/2007 to 31/3/2008	0
4.a.	No. of Foreign Travel Orders applied for between 1/4/2007 to 31/3/2008	0
b.	No. of Foreign Travel Orders imposed between 1/4/2007 to 31/3/2008	0
5.a.	No. of Level 1 Offenders managed between 1/4/2007 to 31/3/2008	109
b.	No. of Level 2 Offenders managed between 1/4/2007 to 31/3/2008	87
c.	No. of Level 3 Offenders managed between 1/4/2007 to 31/3/2008	5
d.	Analysis.	
	Age ranges;	
	Under 18	1
	18-21	17
	22-25	18
	26-30	18
	31-40	40
	41-50	46
	51-60	30
	61-70	16
	70+	13
	Female offenders	3 (1.5%)
6.	How many cases at Level 2/3 whilst managed at this level:	
a.	Were convicted of a further serious sexual or violent offence.	0
b.	Were returned to custody for a breach of licence for further serious sexual / violent offence.	0
c.	Were returned to custody for a breach of SOPO/RSHO	1
d.	Breached their licence but were not returned to custody.	0
e.	Breached their condition of hospital discharge and were recalled to hospital.	0
f.	Breached their condition of hospital discharge but were not returned to hospital.	0
g.	Were subject to formal disclosure.	1
7.	Scottish Prison Service.	
a.	No. of offenders who completed sex offender programmes.	10
b.	No. of SPS staff trained for sex offender programmes.	*
c.	No. of SPS staff trained for risk assessment tool.	*
d.	No. of completed risk assessments for MAPPA referrals.	65
8.	Treatment Programmes (Community)	
a.	No. of groupwork programmes ran.	3
b.	No. of offenders who engaged in treatment.	18
c.	No. of offenders who completed programmes.	8

*Please refer to Annex 1 (# For "missing offenders" refer to Annex 2)

FORTH VALLEY SUMMARY

The Forth Valley partners have risen to the challenge of adapting existing SOLG arrangements into the MAPPA framework and developing the appropriate systems communications and processes. This has been achieved despite conflicting demands upon limited resources. Particularly helpful has been the creation of the Housing SOLO and the necessity MAPPA has brought to formalising and attempting to resource the NHS Forth Valley input to the standard MAPPA process. NHS participation is still undergoing development and resource negotiations.

The use of the VISOR database system is still not "user-friendly" to partner agencies and we hope that the government will be able to assist in making this crucial communication system more easily accessible.

The 2008-2009 year will see more joint training and practice among the partners, and the skills of MAPPA chairs and administrators will also be enhanced.

This year has witnessed a lot of energy, commitment and resources bringing rewarding results within MAPPA, despite the challenges. We look forward to this continuing and growing, and trust that with public support we can keep our communities as safe as is possible.

FIFE AND FORTH VALLEY JOINT CONCLUSION

2007-08 has been a very busy time within the Scottish criminal justice system, with a multitude of radical developments being rolled out from central government, along with the ongoing work of development in the new Community Justice Authorities.

While progress with MAPPA has been beneficial and rewarding in terms of protecting the public and improving effectiveness, this does not come without a cost. The amount of time and resources this small minority of offenders absorb to minimise the risk to the community has exceeded all initial conceptions. Inevitably, due to the priority, resources are being diverted from other areas of work.

The number of registered sex offenders being convicted significantly exceeds the numbers whose registration periods are expiring. Therefore the numbers requiring to be managed in MAPPA will continue to increase steadily.

The plans to formally include violent offenders in MAPPA have been put on hold temporarily. However, their numbers are expected to be around double that of sex offenders. Resources are therefore a very serious issue and a high level review would seem appropriate.

When complex and expensive plans have been put in place, they can be totally negated by media or public action. This necessitates removing the offender suddenly to ensure their physical safety.

This is normally without the benefit of reasonable time to undertake planning and profiling.

This type of action inevitably wastes valuable and scarce public funds and resources, as well as compromising public safety.

It is therefore important that the public become aware of the general issues and processes of MAPPA and that the media recognise that this type of action jeopardises public safety and does nothing to enhance it.

The fact remains that sex offenders are part of every community, and it is far safer to accept this and work together to manage them in a planned and controlled process, rather than expose them to the kind of public reaction that will drive them to abscond and live in secret and unmanaged within the community.

Fife and Forth Valley Responsible Authorities will continue work to build on the successes of this year and increase public and professional understanding and cooperation in this work.

Fife and Forth Valley MAPPA
2008

Scottish Prison Service MAPPA Annual Report Submission 2007-08

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.

SPS 2008

Annex 2

Missing Offenders

During the period covered by this report, Forth Valley had one offender who had absconded, and concerted actions were ongoing to trace him. He was believed to be somewhere in the UK. Shortly after the period of this report ended, he was traced. Appropriate action and sanctions were applied, and he is now complying with supervision.

Forth Valley had one offender who absconded home to his country of origin following conviction.

Fife had two offenders who left the UK. All three of these offenders remain outside of the European Union. While their whereabouts are known, they will continue to be categorised as “wanted”.