

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.

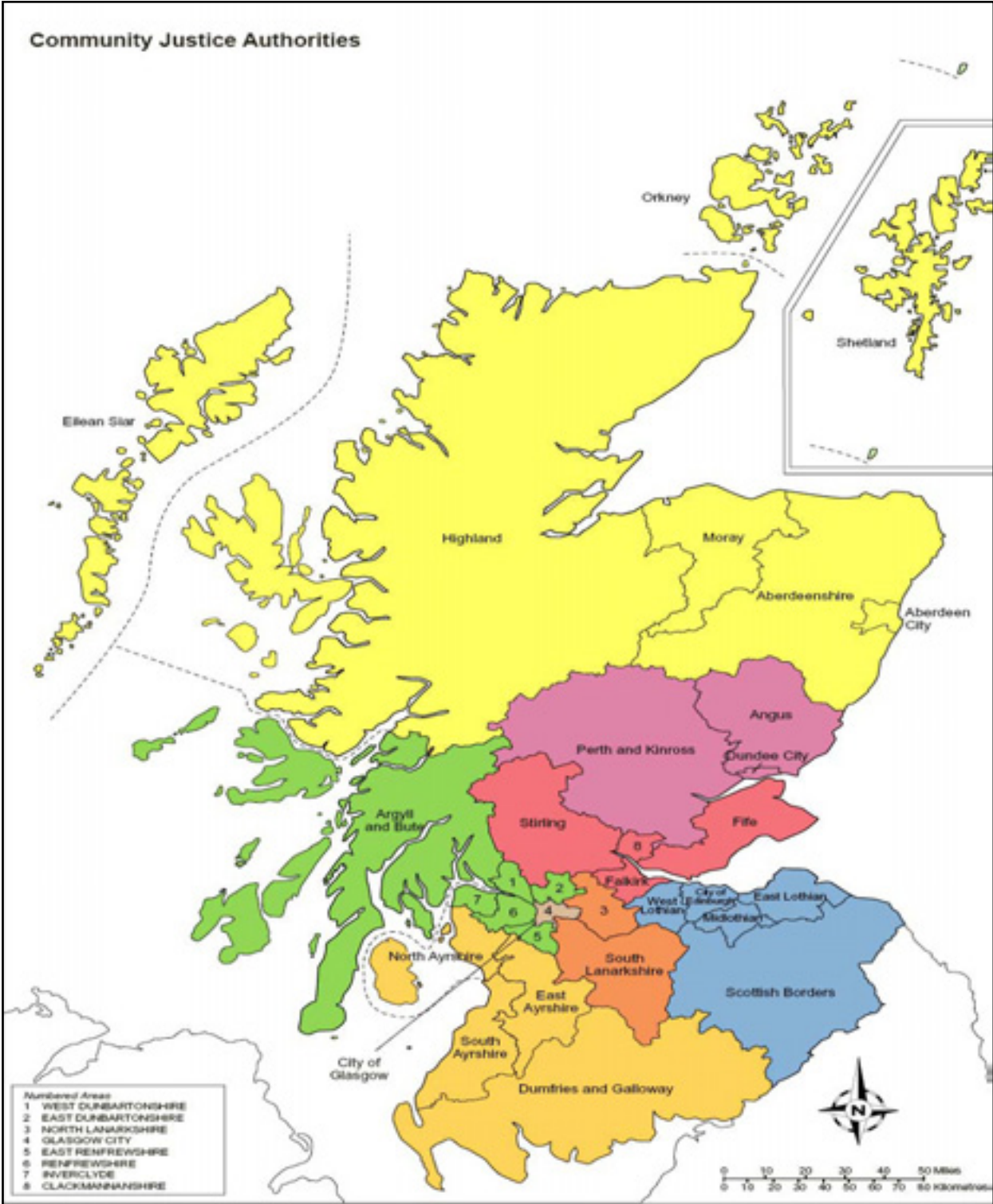
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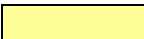


**Multi Agency Public
Protection
Arrangements
(MAPPA)**

**Annual Report
2007/2008**

EIGHT COMMUNITY JUSTICE AUTHORITIES



 Indicates the Northern CJA area

1. INTRODUCTION

- 1.1 On 2 April 2007, following the introduction of the Management of Offenders etc (Scotland) Act 2005, it became a statutory duty for the Responsible Authorities to establish MAPPA for Registered Sex Offenders. Also contained in the legislation was the duty to keep the arrangements under review and to report on the arrangements.
- 1.2 We are pleased to present the first annual report on Multi Agency Public Protection Arrangements (MAPPA) in the Northern Community Justice authority area. This report aims to share with the people of the Aberdeen City, Aberdeenshire, Moray, Highland, Orkney, Shetland and the Eilean Siar, information referring to the joint work undertaken by our Responsible Authorities and partner agencies – statutory, private, and voluntary – to assess and manage the risks posed by serious sexual and violent offenders in our area.
- 1.3 We are increasingly aware that there are many challenges ahead and this area of work is continually evolving as both detection rates and modern technology (Internet offending, etc) gather pace. Key to meeting those challenges within the Community Justice Authority (CJA) are our aforementioned Responsible Authorities (Police, Scottish Prison Service, National Health Service, and Local Authorities) and their already established working links with our “duty to cooperate” agencies – drug and alcohol service providers, adult employment and education providers, accommodation providers, education, voluntary agencies – and others who, whilst not under a duty, are willing to assist and see the value of being involved in the process.
- 1.4 MAPPA contributes significantly to collaborative work between a number of criminal justice agencies together with social care agencies such as health, social work services and housing, in order to reduce serious offending, minimise serious harm to the public and assist in the early detection of repeat offenders.
- 1.5 The fundamental purpose of MAPPA is public safety. These arrangements provide a framework for identifying, assessing and managing those offenders in the community whose previous convictions and/or current behaviour suggest they could pose a risk of harm to others.
- 1.6 It is known that statistically very few of these people re-offend but this must always be viewed within the context of the significant harm that can be caused if they do. The introduction of MAPPA is a considerable step towards reducing that risk.
- 1.7 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.

2. THE NATIONAL PICTURE

WHAT IS MAPPA?

- 2.1 MAPPA are a set of arrangements established by Police, Local Authorities, National Health Service and Health Boards and the Scottish Prison Service (Responsible Authorities) to assess and manage the risk posed by certain sexual and violent offenders.
- 2.2 A number of other agencies are under a duty to cooperate with the responsible authorities within the MAPPA. These are commonly known as Duty to Cooperate agencies and examples include housing providers, the voluntary sector and the Children's Reporter. The duty to cooperate 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.

HOW DOES MAPPA WORK?

- 2.3 Offenders eligible for MAPPA are identified and information is gathered/shared about them across the 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 arrangements are overseen by a local strategic group with representation from all the Responsible Authorities.
- 2.4 In most cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility. A number of offenders, though, require active multi-agency involvement and management and their risk management plans will be agreed at MAPPA meetings attended by various agencies.
- 2.5 Every Community Justice Authority area in Scotland is supported by at least one MAPPA co-ordinator which is a senior post and has the

responsibility of negotiating with senior managers in the Responsible Authorities to ensure the correct decisions and referrals are being made. They also have quality assurance duties amongst many other critical functions within the process.

- 2.6 In Scotland the implementation of MAPPA arrangements has been phased and currently only includes Registered Sex Offenders. Work is ongoing to agree the operational detail of including violent and other dangerous offenders, although it should be noted that such people are currently managed by the Responsible Authorities within their existing statutory responsibilities.

FURTHER INFORMATION

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

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

3. AREA SUMMARY

- 3.1 MAPPA are in place to deal with offenders assessed as posing a risk of serious harm to the public, of which there are very few. Nevertheless, the Northern CJA MAPPA structure is intended to identify all offenders posing a risk of serious harm, and ensure the most effective use of limited resources by targeting those posing the highest risks.
- 3.2 The Northern CJA is a vast geographical area that encompasses 7 local authorities (including 3 Island areas), 2 police forces and 5 NHS Boards as well as the Scottish Prison Service. Therefore arrangements have been set up within each local authority area. Two MAPPA co-ordinators manage the arrangements on behalf of the Responsible Authorities in areas coterminous with the two police forces, Northern Constabulary (Highland, Orkney, Shetland and Eilean Siar) and Grampian (Aberdeen City, Aberdeenshire and Moray).
- 3.3 All relevant offenders are notified to the respective co-ordinators and where a multi-agency response is required to manage the case, regular meetings are held, attended by the Responsible Authorities and Duty-to-Cooperate Agencies.

4. ROLES AND RESPONSIBILITIES

- 4.1 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 cooperate

with each other in the establishment and implementation of these arrangements.

- 4.2 The Responsible Authorities are defined by legislation and are as follows:

POLICE

- 4.3 The police have a duty to uphold the law by preventing crime, by preserving order and protecting life and property. The responsibilities of the police in relation to registered sex offenders are to maintain an accurate record of those persons in the police force area who are required to register with the police in terms of sex offender legislation; 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.
- 4.4 Grampian Police and Northern Constabulary currently manage in the region of 543 registered sex offenders in the community. Day to day management is carried out by members of divisional Offender Management Units. There is also a central Sex Offender Intelligence Unit (SOIU) or Public Protection Unit (PPU) that receives all notifications from the Courts and other areas regarding new offenders. In addition, the SOIU/PPU maintains an overview of registered sex offenders in the community as well as those who are in prison or abroad.
- 4.5 The police work closely with their Criminal Justice Social Work (CSJW), Scottish Prison Service (SPS) and NHS colleagues to carry out the necessary assessment and management of risk. Every effort is made to use all available methods of managing offenders in the community and both Northern Constabulary and Grampian Police have the highest ratio of Sex Offender Prevention Orders (SOPO) and Risk of Sexual Harm Orders (RSHO)¹ per head of population in Scotland.
- 4.6 In Northern the Highland Council Legal Services attend meetings and play a major role with their knowledge and expertise in both assisting the Police in all legal matters, applying to the courts for the aforementioned orders and briefing the Council's Chief Executive on all contentious issues.

¹ SOPO / RSHO – Are orders imposed by the courts intended to protect the public from risks posed by placing restrictions on offenders' behaviour.

4.7 To effectively manage registered sex offenders, officers must have a detailed knowledge of the offenders offending history and have access to information relating to their current lifestyle. This is an ongoing process and regular assessments are made to identify any intelligence gaps. The following illustrates the toolkit available to police officers for the gathering of information:

- Internal and national databases monitored to identify incidents involving the offender
- Any vehicles owned or used by the offender placed on ANPR²
- Police National Computer audit transaction enquiries in relation to the offender and any vehicles
- Briefings used to ensure Divisional staff are aware of offenders in their area
- Directed Surveillance
- Telecommunications enquiries
- Unannounced visits to the offender's home or any other address registered by them
- Regular contact with the CJSW Department, whether the offender is currently involved with them or not; SPS and other agencies

CRIMINAL JUSTICE SOCIAL WORK (CJSW)

4.8 Local authorities provide a range of social work and social care services, including the provision of services for adult offenders. The core criminal justice social work functions are the provision of reports to the court and Parole Board and supervision of Probation, Community Service, Drug Treatment and Testing Orders, Structured Deferred Sentences and Supervised Attendance Orders. CJSW is also responsible for the supervision of post-custodial licences, including some sex offenders sentenced to short term sentences of between 6 months and 4 years. All local authorities also provide a Throughcare Addictions Service (TAS) which is voluntary for short-term prisoners, and all persons leaving custody are entitled to apply for voluntary aftercare up to 12 months after leaving custody.

4.9 National Objectives and Standards for Social Work Services in the Criminal Justice System stipulate that reports to Court or the Parole Board should include a risk assessment and any action plan for someone on probation or licence should include a risk management plan aimed at reducing the risk of re-offending or of serious harm. Supervision of these licences is informed by the risk management plan.

Conditions may include:

- Living in accommodation approved by their social worker
- Participating in structured treatment programmes

² ANPR – Automatic Number Plate Recognition

- Co-operating with substance misuse service
- Having no contact with children under the age of 17

4.10 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 was 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. This is evidenced locally in the increased levels of joint working between CJSW and the police now taking place.

4.11 Local Authorities also employ Criminal Justice Social Workers in Prison based Social Work Units. These workers have been responsible for completing risk assessments on behalf of the Scottish Prison Service prior to an offenders release from custody.

SCOTTISH PRISON SERVICE

4.11 For all prisoners, the Scottish Prison Service is responsible for carrying out risk and needs assessments to assist in determining the management of the prisoner during sentence and in preparation for pre-release planning and release. SPS works in conjunction with the offender’s supervising officer from CJSW throughout this period; this is referred to as Integrated Case Management (ICM).

4.12 A key objective of ICM is to ensure that, along with police and CJSW, SPS meets statutory requirements to establish joint arrangements for assessing and managing the risk posed by sex offenders, including the sharing of information.

4.13 As part of ICM, multi-agency case conferences are held with the offender prior to release. Based on a risk assessment and the risk management plan formulated by these agencies, a notification and/or referral will be sent to the MAPPA co-ordinator. Thus SPS contributes to the early identification of offenders subject to MAPPA. SPS has also prioritised the completion of risk assessments for those offenders assessed as requiring level 3 management. Within the next year all Sex Offenders being released from prison will have been assessed using Stable and Acute 2007³. Representatives from SPS, including Prison Based Social Work and Psychology would regularly attend MAPPA meetings.

³ Stable & Acute 2007 risk assessment is used in conjunction with the Risk Matrix 2000 to form a comprehensive picture of risk of sexual re-offending that captures not only long term risk potential but also assists agencies in the treatment of offenders and management of risk for the supervision of offenders in the community.

NHS

- 4.14 NHS Grampian and NHS Highland have been keen to be represented over the last year on the MAPPA Implementation Group in their respective area of the Northern CJA. The representation has been at Health Board level, NHS managerial level as well as at the level of NHS Clinicians. The Health representation enabled inclusion in the MAPPA awareness training programme and the opportunity has been taken during the year to raise the profile of MAPPA for health professionals in other educational meetings/presentations (for example Consultant and GP Continuing Professional Development meetings, and other multi-disciplinary training sessions). Advice and information about MAPPA has also been given on an individual basis to clinicians who have sought this.
- 4.15 Since MAPPA were established in 2007, the NHS has shown support, commitment and a willingness to be involved. Within Highland both Consultant Psychiatrist and/or Lead Child Protection (CP) advisors represent their agency at MAPPA meetings, dependent on the MAPPA Level. The CP advisors bring with them their local knowledge and expertise and MAPPA recognises them as the most appropriate people in terms of the management of risk to children.
- 4.16 Within Grampian, NHS forensic clinical psychology has contributed to the management of high risk offenders in the areas of risk assessment and contribution to risk management strategies. Clinical psychologists are qualified in the use of a wide range of assessment tools. Specialist treatment will be offered if it is thought appropriate on assessment. The Forensic Clinical Psychology department provides individual treatments for sex offenders, where relevant. The background framework is based on the accredited programmes used by the prison service, training being provided through the NHS forensic network based at the State Hospital.

MAPPA FOR RESTRICTED PATIENTS

- 4.17 Restricted patients are persons detained in hospital under a hospital order with a restriction order. They have usually committed an offence punishable by imprisonment but as a result of mental disorder are not imprisoned but ordered to be detained in hospital for treatment, without limit of time. They are managed by a programme of treatment and rehabilitation - the aim being to prevent recurrence of offending by dealing with the mental disorder. There are approximately 290 restricted patients in the system at any one time. Just over half are detained in the State Hospital with the remainder detained in local psychiatric hospitals or living in the community on conditional discharge. Treatment plans for restricted patients are geared to individual circumstances and reflect the health and safety requirements of the patient, issues in relation to victims and their families and public safety considerations.

4.18 The provisions relating to MAPPA for Restricted Patients have recently been implemented. Health is a Responsible Authority in this area and steps have been taken to start the process of notifying and referring to MAPPA as outlined in the MAPPA guidance. Training sessions for Health professionals were arranged by the Forensic Mental Health School and held in a number of venues across Scotland during the months of May and June. Systems are being put in place to administer the process of MAPPA for Restricted Patients and although this is likely to require additional or redeployed resources, the Management Teams at NHS Grampian and NHS Highland are keen to address this issue. The Restricted Patients involved will be, or have been, notified of the changes to the process of their management and it is anticipated that the new processes will be implemented smoothly. Liaison with the Forensic Psychiatric Adviser at the Scottish Government Health Directorate and the team of case workers for Restricted Patients will be a key component of the process. Details of this process will be contained within the 2008/09 annual report.

Further detailed information can be found at: www.scotland.gov.uk/topics/health/health/mental-health/restricted-patients

DUTY TO COOPERATE

- 4.19 The Responsible Authorities are fully aware that there are many challenges ahead and this area of work is increasingly expanding. Key to meeting and maintaining these challenges are our good working links and relationships with our “duty to cooperate” agencies.
- 4.20 As the effectiveness of public protection often depends on more than just a criminal justice response, a duty to cooperate is embedded within the legislation. Without co-operation, collision occurs, leaving agencies unintentionally frustrated or compromised, sometimes with dangerous consequences. For example if a housing provider has been given no knowledge of the offences of a sex offender they may unknowingly place an offender in accommodation in an area where families live, thus potentially increasing the risk.
- 4.21 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 Cooperate Agencies, who are specified by the Scottish Parliament.
- 4.22 A variety of agencies fall into the category of duty to cooperate. These include housing providers, the electronic monitoring company SERCO and any organisation providing services in respect of risk management on behalf of a local authority. The responsible

authorities also have a responsibility to cooperate with each other. This means that local authority services such as Children and Families Social Work, Housing Departments and Education authorities must cooperate where appropriate to fulfil the corporate duty of the local authority.

- 4.23 Cooperation specifically includes the duty to share information, although the duty is not limited to this. MAPPA require agencies to fulfil their own remit whilst working co-operatively with other agencies.

5. THE OPERATION OF MAPPA

- 5.1 On 2 April 2007, it became a statutory duty for the police, the chief social work officer and SPS to establish local MAPPA. The MAPPA provide a framework for identifying, assessing and managing those offenders in the community whose offending behaviour suggests they could pose a risk of serious harm to others.
- 5.2 There are three categories of offenders who can fall within MAPPA and three different levels at which they are managed.

CATEGORY 1: Registered Sex Offenders

For this purpose, sex offenders are those offenders subject to the notification requirements under Part 2 of the Sexual Offences Act 2003

CATEGORY 2: Violent Offenders

Convicted on indictment of an offence inferring personal violence, subject to probation or licence supervision in the community

CATEGORY 3 Other Offenders

Considered by the Responsible Authorities because of a conviction, to pose a risk of serious harm to the public

- 5.4 During the past year, only Registered Sex Offenders have been dealt with under the auspices of MAPPA. Mentally disordered offenders who fall within any of the above categories are also included in the joint arrangements as of 30 April 2008.
- 5.5 All MAPPA offenders must be assessed and reviewed regularly in relation to their potential risk to cause serious harm to others. One of the principles of MAPPA is that offenders are managed commensurate to the risk they pose. MAPPA is a tiered framework based on three interconnected levels of risk management.

LEVEL 3: MULTI AGENCY PUBLIC PROTECTION PANELS

This level is reserved for those cases, the “critical few” whose risks are highest and need multi-agency management at a senior level. They are managed by Public Protection Panels (MAPPP) consisting of senior officers from the required agencies working together because of the complexity of the case or because of unusual resource commitments required.

Offenders who pose a lower risk may also be managed at this level due to the likelihood of media and/or public scrutiny.

LEVEL 2: LOCAL INTER-AGENCY RISK MANAGEMENT

Level 2 risk management is used when the active involvement of more than one agency is required. Most level 2 offenders would be assessed as posing a high or very high risk but the level of risk management or complexity is not so great as to require referral to level 3.

Cases may be referred to level 2 after having been managed at level 3 when, for example, the seriousness of risk or complexity has diminished.

LEVEL 1: ORDINARY RISK MANAGEMENT

The majority of MAPPA offenders are managed at level 1. At this level the offender can be managed by “normal” agency activity, without significant active involvement from other agencies. For example, a registered sex offender who is also subject to a probation order will receive home visits from the police and attend regular appointments with their Criminal Justice Social Worker.

Information will be shared by agencies: however, they will not necessarily meet together regularly unless concerns are raised regarding the risks posed by the offender.

6. DEVELOPMENTS IN WORK WITH HIGH RISK OFFENDERS

- 6.1 Following the receipt of specific funding from the Scottish Government, Criminal Justice Social Work Services have rolled out the Violent and Sex Offender Register (ViSOR) computer system. This is a UK wide database and information sharing system devised by the police and allows both the police and local authorities involved in supervising Registered Sex Offenders and Serious Violent Offenders. This allows supervising staff access to relevant offender records, for both receipt and input of information and allows a greater exchange of information with the police and other partners. Use of this tool is expected to further increase across Northern CJA in the coming year.
- 6.2 Throughout the Northern CJA area, most police and Criminal Justice staff working with high risk offenders have been trained in the use of Risk Management Authority approved risk assessment tools, such as Risk Matrix 2000 and Stable and Acute 2007.
- 6.3 Agencies have also been involved in a multi-agency thematic inspection of the Management of High Risk of Harm Offenders. The results of this will identify general trends and issues for improving structures, which will be implemented in due course.

SEX OFFENDER TREATMENT PROVISION

- 6.4 A number of agencies have been involved in undertaking treatment programmes with offenders, including SPS, NHS psychology departments and Criminal Justice Social Work, which includes staff from the Joint Sex Offender Project (JSOP).
- 6.5 Across the four mainland authorities of the Northern Community Justice Authority, generally in conjunction with Criminal Justice Social Workers, staff from JSOP deliver offence focussed programmes of change designed to reduce the risk of re-offending. Programmes are delivered on a 2-1 basis as well as in group settings. During the year April 07 to March 08 there were 104 referrals to JSOP.
- 6.6 Recently JSOP has introduced the Community Sex Offender Groupwork Programme (CSOGP), a nationally accredited programme delivered in many local authorities across Scotland. CSOGP is designed to address the offending by adult males who meet the programme's essential criteria.
- 6.7 It should be highlighted the structure and format of CSOGP, is such that it simply cannot be delivered in remote and island areas. However, the NCJA Area Plan contains a specific commitment to

lobby the Scottish Government to make appropriate programmes available for 1:1 work in the aforementioned remote and island areas.

CASE STUDIES

Case Study 1

Tom, a MAPPA level 3 offender, was convicted of three counts of lewd and libidinous offences. Alcohol was used as a means to overcome the resistance of his victims, male and female children between the ages of 8 and 14, some of whom were his step-children. Tom was also instructed by the parole board to attend alcohol counselling given his high use of alcohol. He was assessed as posing a very high risk of sexual reconviction using Risk Matrix 2000 and all agencies agreed that should he re-offend the risk of serious harm would be high. Tom received 36 months imprisonment and was released on an extended sentence and parole licence, having completed no offence-focussed work and continuing to deny his offences. There were licence conditions prohibiting him to have contact with any child under the age of 17 and prohibitions were contained within a Sexual Offences Prevention Order.

Multi-Agency Public Protection Panel meetings were held with representation from the Responsible Authorities, Children's Social Work Services, Education, Health and local Addictions services. The Scottish Children's Reporters Administration was also involved in information sharing. Although Tom appeared to be superficially compliant, he continued to consume alcohol maintaining his risk levels. Additionally, all agencies believed that Tom was continuing to seek contact with his step-children and that Tom's wife colluded with him in allowing him covert access to them. Information was passed from the youngest child's school that the child had received a present from Tom.

As a result of this information being shared, the police were able to investigate the circumstances and Tom was arrested for breach of his Sexual Offences Prevention Order. The Criminal Justice Social Work Department simultaneously made contact with the parole board and Tom was urgently recalled to prison to serve the remainder of his sentence.

Case Study 2

Oscar is a 20 year old man who was convicted of lewd, indecent and libidinous practices and behaviour. Although he had not previously been convicted of a sexual offence he had previously been referred to the JSOP

adolescent Service due to concerns about sexually harmful behaviour. Oscar was assessed as suitable to work with JSOP and given a place on a groupwork programme. He is subject to a Probation Order with a condition that he cooperate with the Joint Sex Offender Project.

Initially Oscar was disengaged from the group and missed sessions to the point of breaching his Order, however, as he became more engaged in the group process his attendance and participation improved.

Oscar was managed at MAPPA Level 2 with all agencies sharing information through this forum on a monthly basis. JSOP were able to share information at this forum when during a group session Oscar disclosed viewing child abuse images on the internet. This information then contributed to the Risk Management Plan. This information also informed ongoing risk assessment.

Since this time, Oscar has progressed in terms of developing insight and identifying appropriate strategies to manage his own risks. Oscar's MAPPA level has been reduced and he continues to be an active member of the JSOP group, who is willing to challenge other group members appropriately.

Case Study 3

Dean is male offender with a history of sexual abuse, offending against both his wife and female children. The offending was committed over a significant period of time and culminated in Dean being sentenced to 6 years in prison and placed on the Sex Offender Register for Life.

Information sharing with the Scottish Prison Service was crucial in order to ascertain Dean's progress and contacts whilst in prison. During the prison term Dean refused to undertake any form of structured programmes designed to address his offending behaviour.

After Dean was released at the non-parole stage of his sentence, MAPPA ensured every effort was taken in allocating appropriate housing, well away from his victims. This particular accommodation allowed for a high level of monitoring and supervision. In conjunction a number of strict licence conditions were imposed by the Parole Board after discussion at a MAPPA meeting. These included a condition not to have any unsupervised contact with children and agencies such as the Police, CJSW and Children's Services formulated an extensive child protection plan, with the aim of protecting any children Dean may come into contact with.

To date, Dean has complied with his conditions and has not attempted to contact his family/victims, albeit regular MAPPA reviews ensure agencies are focused on Dean's risk and his gradual re-integration into society.

Early and continual assessments and a robust multi-agency risk management plan, continues to contribute to public safety. Swift enforcement measures in response to any breach are included in the contingency arrangements for this plan.

7. VICTIM WORK

- 7.1 Part of the management of any offender is the identification of past victims and of individuals who are currently at risk. The Risk Management Plans which are drawn up at the MAPPA meetings require significant attention to be given 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).
- 7.2 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.
- 7.3 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.
- 7.4 Within Northern CJA, it is recognised that Victim organisations need to have a stronger voice and this is likely to be actively pursued as a strategic objective for the coming year by the local MAPPA strategic group.

8. STATISTICAL INFORMATION

Category 1 MAPPA offenders: Registered Sex Offenders (RSO)		
Area	Northern	Grampian
i) The number of: <ul style="list-style-type: none"> • RSOs living in your area on 31 March 2008⁴ • The number of RSOs per 100,000 head of population 	 213 71	 330 66
ii) The number of sex offenders having a registration requirement who: <ul style="list-style-type: none"> • Complied with registration requirements • Were reported for breaches of the requirements to register between 1 April 2007 and 31 March 2008 	 225 23	 282 29
iii) The number of: <ul style="list-style-type: none"> • Sexual Offences Prevention Orders (SOPOs) • Risk of Sexual Harm Orders (RSHOs) applied for • Interim SOPOs/RSHOs granted • Full SOPOs/RSHOs imposed by the courts between 1 April 2007 and 31 March 2008 	 30 1 6 6	 16 2 16 / 2 11 / 1
iv) The number of: <ul style="list-style-type: none"> • Foreign Travel Orders applied for • Foreign Travel Orders imposed by the courts in your Area between 1 April 2007 and 31 March 2008 • Wanted or Missing RSO's * 	 0 0 0	 0 0 1

* Snapshot taken on 31st March 2008

⁴ The number of Registered Sex Offenders detailed in i) above differs from the total number of MAPPA offenders in the table below as some offenders have de-registered, transferred outwith Northern and Grampian, etc throughout 2007/08

Offenders managed through Levels 1, 2 or 3 of the MAPPA		
Area	Northern	Grampian
MAPPA offenders managed at each of the three levels between 1 April 2007 and 31 March 2008:		
<ul style="list-style-type: none"> Level 1 – single agency risk management Level 2 – through inter agency risk management Level 3 – MAPPP, (critical few) 	173 77 4	176 149 6
Breakdown of MAPPA offender details:		
<ul style="list-style-type: none"> Age: <ul style="list-style-type: none"> 20 and under 21 – 40 yrs 41 – 60 yrs 61 & over Gender: <ul style="list-style-type: none"> Male Female Ethnicity: <ul style="list-style-type: none"> White European White Eastern European Sentence for index offence <ul style="list-style-type: none"> Probation Custodial Fines Await Sentence Other 	6% 45% 31% 8% 98% 2% 92% 8% 39% 37% 15% 3% 2%	6% 34% 45% 15% 98% 2% 95% 5% 42% 52% 4% 2% 0%
Between 1 April and 31 March 2008, number of cases whilst managed at level 2 or 3:		
<ul style="list-style-type: none"> Were convicted of a further serious sexual or violent offence Were returned to custody for a breach of licence (including those returned to custody because of conviction of further serious sexual or violent offence) Were returned to custody for a breach of Sexual Offences Prevention Order or risk of Sexual Harm Order Breached their conditions of hospital discharge and were recalled to hospital Breach their conditions of hospital discharge but were not returned to hospital Were subject to formal disclosure 	1 7 7 0 0 6	1 4 2 0 0 1

WHAT THE STATISTICS TELL US

- 8.1 A combined total of 543 offenders in the community were recorded as being subject to Sex Offender Registration in the Northern CJA area between 1 April 2007 and 31 March 2008. The length of time offenders remain on the register varies between 6 months and life registration. It is important therefore to note that not all would have been new offenders within the time period and in fact 44% of offenders are on the register for life.
- 8.2 Most of the Registered Sex Offenders dealt with within MAPPA are male. A small proportion is women (9) and only two women have been managed at level 2 and none at level 3. This would be consistent with National statistics, which suggests that less than 10 per cent of sex offenders are female.
- 8.3 Interestingly 6% of offenders were under the age of 20 when committing their index sex offence. Although MAPPA only covers children who have been convicted through the courts of committing a sexual offence, there is anecdotal evidence to suggest that problematic sexualised behaviour is a concern in younger offenders. This issue is being addressed within local authority areas at the current time. It is however important to recognise that there are sex offenders in all age groups, with 8% of Northern and 15% of Grampian total number of RSO's being aged 61+ years.
- 8.4 The two police forces were granted a combined 22 Sex Offences Prevention Orders in 2007/08. A SOPO is used to prevent a sex offender from undertaking an activity that may place members of the public at risk of serious harm. The minimum period an order is imposed is 5 years, the maximum being an indefinite SOPO. Before imposing an order the court must be satisfied that the order is necessary.

Typical examples of conditions imposed by a SOPO are:

- Prohibition on being alone or remaining in the company of any adult female
- Prohibited from letting any adult female enter any place where the offender resides
- Prohibited from being in contact with any child under the age of 16
- Prohibited from entering any park or recreational ground

9. SUMMARY AND FORWARD PLANS

- 9.1 There is no doubt that the advent of MAPPA has brought improved communication and strengthened working relationships throughout the Northern CJA area between partners working in offender management. However, it is also necessary for the MAPPA's to adapt to change and continue to improve performance across agencies. This section details the key areas of focus for Northern CJA MAPPA in the forthcoming year.
- 9.2 In the immediate future, MAPPA will strive towards implementing a single Strategic Management Board, comprising of partners from throughout the Northern CJA area and the establishment of a single Strategic Management Board Business Plan. The strategic group will be supported by two local steering groups, one in Grampian and one covering Northern that will feed local protocol, best practice, and development issues into the aforementioned larger strategic group.

The focus and core functions of the Strategic Management Board:

- Monitoring and evaluating the operation of MAPPA
 - Establishing connections which support effective operational work with other public protection arrangements
 - Planning the longer term development of MAPPA
 - Identifying and planning how to meet training and development needs
- 9.3 In addition to establishing clear strategic oversight arrangements, the key areas for MAPPA agencies in the year ahead are likely to be:
- Establish a Quality Assurance Model allowing the quality of practice and procedures across MAPPA to be monitored and improved
 - To implement a SOLO (Sex Offender Liaison Officer) function within each Local Authority. Fulfilling the requirements of NASSO (National Accommodation Strategy for Sex Offenders in Scotland), again which has/will greatly enhance MAPPA. This has enabled the early identification of suitable accommodation for prisoners prior to release, which takes into account their victims' whereabouts and reduces the risk to future victims
 - Actively engaging other partners such as Victim Support agencies and Local Authority Sex Offender Liaison.
 - Following a consultation period earlier this year new MAPPA guidance is expected to be introduced towards the end of 2008 and we look forward to implementing the improved processes
 - Identify and actively market joint training opportunities that will benefit MAPPA agencies and assist with closer partnership working as well as a clearer understanding of agency remits.
 - Level of Service Case Management Inventory (LSCMI) is a tool currently being adapted by the Risk Management Authority

(RMA) for use in Scotland and will provide a basis for the assessment and management of offenders at Level 1 and 2 of MAPPA

- Promote regular inter-agency meetings to share best practice and aim for all agencies in all areas to work towards consistency
- Actively promote the work of MAPPA agencies to increase public awareness and confidence in the system

SCOTTISH PRISON SERVICE REPORT

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 MAPP 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 MAPP 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>