
Report to Housing, Health and Care Committee

Date of Meeting: 2 April 2015

Subject: Forth Valley Multi Agency Public Protection Arrangements (MAPPA) annual report 2013-14

Report by: Assistant Head of Social Services

1.0 Purpose

- 1.1. The Management of Offenders etc. (Scotland) Act 2005 places a duty on Scottish local authorities, the police, prisons and health to establish joint arrangements for the assessment and management of risk posed by certain categories of offenders. These include registered sex offenders and psychiatric patients who are subject to special measures of secure care and rehabilitation.

2.0 Recommendations

It is recommended that Committee notes:

- 2.1. Content and strategic priorities of the Forth Valley Multi Agency Public Protection Arrangements (MAPPA) Annual Report.
- 2.2. The requirement on Local Authority services and its statutory partners to accommodate the extension of the robust multi-agency arrangements to include violent and dangerous offenders who are deemed to pose the highest risk of serious harm to the public.

3.0 Considerations

- 3.1. The report (Annex 1) outlines the 4 underpinning principles of MAPPA – commitment and competence within partner agencies; partnership between agencies, targeting resources according to risk, and good governance.
- 3.2. Front-line workers and managers contributed their perspective on their role within MAPPA.
- 3.3. There is mention in the report on the difficulties that can arise when people discover that a sex offender is living in their community. Despite data on low re-offending rates and explanations about risk management arrangements it is sometimes difficult to allay public fears and prevent media campaigns, including social media, leading to community unrest.

- 3.4. There is to be a renewed effort this year to engage with elected members and community bodies to provide the facts and figures about the relatively low risks posed by convicted sex offenders to stranger children compared to the need to be vigilant for signs that children are being harmed by people they know well.
- 3.5. As well as outlining key achievements and developments over the last year the annual report makes it clear that 2014-16 is a period of unprecedented change and challenge in MAPPA.
- 3.6. As previously mentioned there is likely to be an extension of MAPPA in 2015 to include offenders who have been assessed as posing the highest risk of harm to the public.
- 3.7. The first national Thematic Inspection of MAPPA commenced in October 2014 and is to culminate in field work scrutiny in each MAPPA area between April-June 2015. This is a joint inspection by the Care Inspectorate and Her Majesty's Inspectorate of Constabulary. The focus is to be solely on the management of registered sex offenders.
- 3.8. The Scottish Government consultation of the future of community justice 2013-14 resulted in the decision to abolish Community Justice Authorities in March 2017. The role and key functions of these bodies are to transfer to Community Planning Partnerships in local authorities. The budget for MAPPA comes from Scottish Government and is currently disbursed by the Community Justice Authorities to local authorities.
- 3.9. At present, Clackmannanshire Council 'hosts' MAPPA on behalf on the Forth Valley authorities as a whole. It is intended that this will continue following the redesign of Community Justice.
- 3.10. From April 2015 it is anticipated that MAPPA will extend to other offenders who pose a high risk of serious harm to the public. This is currently being considered by Scottish Government.
- 3.11. The Forth Valley Annual Report 2013-14 sets out the numbers of MAPPA offenders managed in communities across Forth Valley and how Local Authority services work in partnership to deliver public protection.
- 3.12. Of 195 registered sex offenders managed in the community none were convicted of a serious sexual or violent crime in 2013-14. This compares favourably with other areas of Scotland and with previous years locally.
- 3.13. As noted in Annex 1 164 offenders were being managed at level 1 with 30 being managed at level 2 and only 1 offender being managed at the highest risk level. This again compares favourably with other areas of Scotland.

4.0 Sustainability Implications

- 4.1. None.

5.0 Resource Implications

- 5.1. Modest. The extension of MAPPA to serious violent offenders is likely to result in between 5 -10 such offenders being subject to multi-agency management between 2015-17.
- 5.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes
- 5.3. Finance have been consulted and have agreed the financial implications as set out in the report. Yes
- 5.4. Staffing - There are no staffing implications associated with this report.

6.0 Exempt Reports

- 6.1. Is this report exempt? Yes (please detail the reasons for exemption below) No

7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

- (1) **Our Priorities** (Please double click on the check box)

- | | |
|--|-------------------------------------|
| The area has a positive image and attracts people and businesses | <input type="checkbox"/> |
| Our communities are more cohesive and inclusive | <input checked="" type="checkbox"/> |
| People are better skilled, trained and ready for learning and employment | <input type="checkbox"/> |
| Our communities are safer | <input checked="" type="checkbox"/> |
| Vulnerable people and families are supported | <input checked="" type="checkbox"/> |
| Substance misuse and its effects are reduced | <input type="checkbox"/> |
| Health is improving and health inequalities are reducing | <input type="checkbox"/> |
| The environment is protected and enhanced for all | <input type="checkbox"/> |
| The Council is effective, efficient and recognised for excellence | <input checked="" type="checkbox"/> |

- (2) **Council Policies** (Please detail)

None

8.0 Equalities Impact

- 8.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations?
Yes No

9.0 Legality

- 9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

10.0 Appendices

- 10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

Appendix 1 - The Forth Valley MAPPA Annual Report 2013/14 including statistics.

11.0 Background Papers



- 11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes (please list the documents below) No

Author(s)

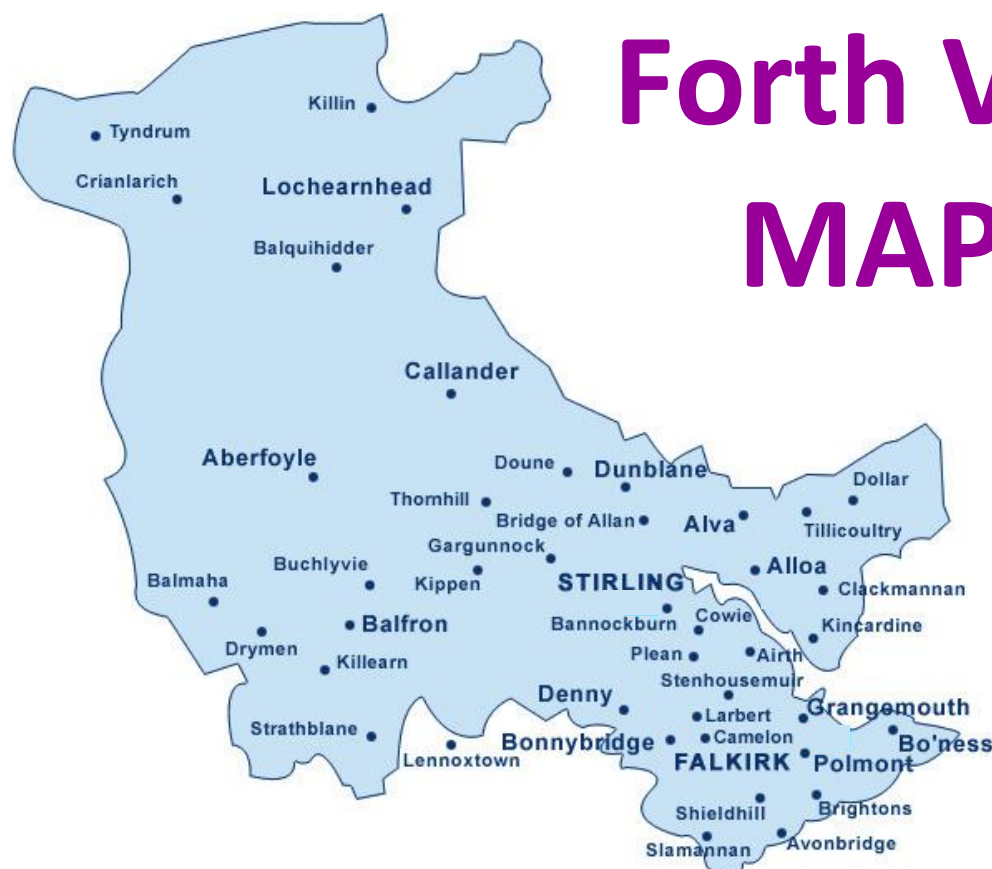
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Multi Agency Public Protection Arrangements



Forth Valley MAPPA



Annual Report 2013 - 2014



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Foreword



*Detective Superintendent David McLaren, Police Scotland
Chair of the MAPPA Strategic Oversight Group*

On behalf of the responsible authorities and agencies with a duty to cooperate across Forth Valley, I am very pleased to present our Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2013-14.

I have recently been appointed as Chair of the Strategic Oversight Group and I am very much looking forward to working with colleagues to oversee the delivery of MAPPA in Forth Valley. I would like to thank my predecessor, Kathy McCarroll from Falkirk Council for her contribution and commitment to MAPPA in Forth Valley during her tenure as chair. We are fortunate that Kathy will continue as a member of the SOG.

Making our communities safer through effective public protection measures remains our highest priority. This annual report aims to provide some insight into the roles of different partners who come

together in MAPPA to address risks to known victims and to the public in general. There is a particular focus on recent developments and on people who have taken up new roles within MAPPA over the last year. Partnership working delivers significant benefits for each of the partner agencies and we are fortunate in Forth Valley that connections between partners are so well established. There is a universal recognition across agencies that in order to be successful effective partnership working is essential.

We are also committed to ensuring that effective collaboration exists between MAPPA and our other public protection partners. We have established robust arrangements across child protection, adult support and protection, violence against women and alcohol and drugs partnerships. In this way we hope to link our strategic

plans and operational processes to deliver better public protection outcomes for everyone.

I would like to sincerely thank staff and partners for their contribution to MAPPA in Forth Valley, contributions that frequently exceed minimum requirements. We do the best we can to keep our communities safer. This report reflects our accountability to the public to demonstrate our efforts and effectiveness.

I hope that you enjoy reading it.

Kind regards

Det. Supt. David McLaren
Forth Valley Division
Police Scotland





What is MAPP A?

MAPP A are Multi Agency Public Protection Arrangements. The purpose of MAPP A is to bring together the expertise and resources of key agencies to develop and deliver plans to protect the public from being harmed by sexual and violent offenders, including mentally disordered restricted patients.

The Management of Offenders etc. (Scotland) Act 2005 places a duty on Scottish local authorities, the police, prisons and health to establish joint arrangements for the assessment and management of risk posed by these offenders.

The partnership between these bodies is also extended to other agencies which have a 'duty to cooperate.' with the responsible authorities in their public protection duties. These include criminal justice support services, registered social landlords and electronic monitoring providers.



Who are MAPP A Offenders?

The categories of offender who come under MAPP A are set down in law. They include registered sex offenders and mentally disordered offenders who are subject to special restrictions.

From the 1st April 2015 MAPP A will also apply to offenders who have a history of violent or other types of crime and who the responsible authorities assess as presenting a high risk of serious harm to the public.

In Forth Valley we manage 195 registered sex offenders in the community. Of that number, over 70% have committed offences against children. Types of offences against both adults and children range from those involving direct contact to a continuing high incidence of internet offences.

The demographic profile of convicted sex offenders looks different from that of criminals with no history of sexual convictions. Sex offenders tend to be older

and there is a lower number of female offenders than the already low proportion of women in the criminal justice system.

Most importantly, convicted sex offenders under MAPP A are much less likely to go on to be convicted of another similar offence compared to offenders convicted of other types of offences. Of the 195 offenders being managed in the community across Forth Valley, none were convicted of a further sexual or violent crime which resulted in serious harm in 2013-14.

There are 10 restricted patients currently living in Forth Valley, in hospital or in the community. These patients committed an offence whilst they were mentally ill. After what can be a period of several years of care and treatment in a secure ward in hospital these patients are gradually reintegrated into the community. No restricted patient in Forth Valley has been convicted of any further offence in 2013-14.



How does MAPPA work?

Offenders are managed at 3 different levels in MAPPA.

LEVEL 1: The vast majority of offenders are managed at Level 1. This can be because the police service is the only agency with a management role. It can also apply in other cases when there is a range of agencies concerned in the management of the offender but the risk management arrangements are progressing according to plan.

LEVEL 2: More intensive multi-agency management between partner agencies is necessary in those cases where there are issues of complexity, compliance or concern about heightened or unpredictable risk.

LEVEL 3: This highest level is reserved for the “critical few” dangerous or high profile offenders who require exceptional risk management resources. Most areas of Scotland will have 1 or 2 Level 3 MAPPA offenders at any given time. Forth Valley is no different in this respect.

Risk Assessment and Risk Management

Risk assessment has an important role in determining which level of MAPPA management is required for an offender. If an offender is in hospital or in prison but is to be discharged or released, colleagues in these settings generally hold a meeting to review progress and plan for return to the community.

This review assesses good progress made by the offender in a secure setting. They may have completed programmes designed to address offending behavior, or received help for addiction or mental health problems.

Community colleagues are invited to give their perspective on what is known about how the offender behaves in the community, supports that are available to support continued progress and resources to ensure effective risk management.

Once the offender is in the community MAPPA meetings are held in order that agencies can share the risk-relevant information their service holds about the offender to ensure that as comprehensive a picture as possible informs the risk management planning process.

Offenders can also be given a community sentence at court. If this includes sex offender registration these offenders will also be subject to MAPPA.

MAPPA meetings begin about these offenders soon after sentence. A combination of external controls and supportive interventions are put in place to reduce the risk of further offending.





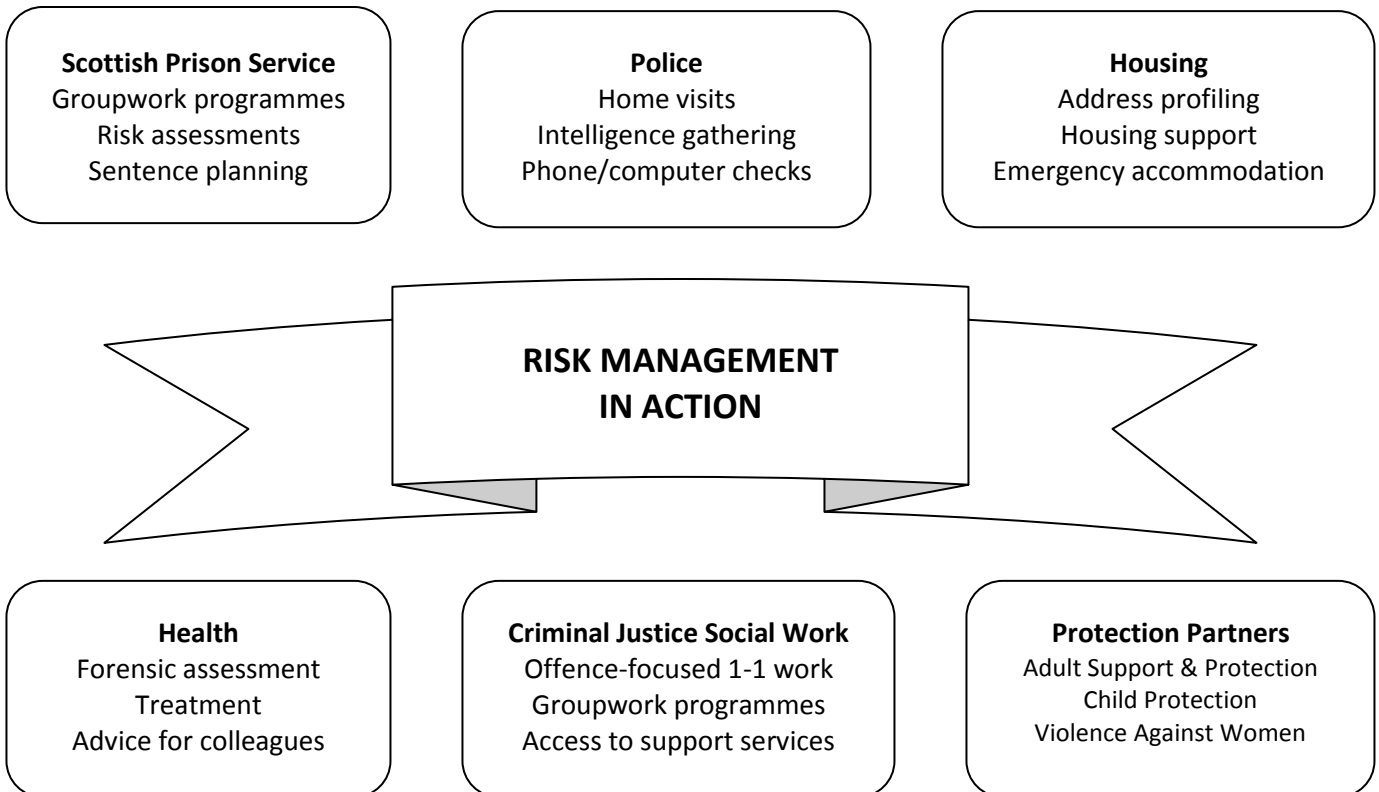
MAPPA in Action

Partners bring their different perspectives, as well as the role and resources of their agency, to MAPPA. This building, blending and fine-tuning of risk management activity is the essence of MAPPA.

The next few pages have been submitted by front-line colleagues in various roles in MAPPA. These are illustrated below. The descriptions that follow aim to highlight the unique but inter-dependent contribution that these

colleagues and their services make to MAPPA in Forth Valley.

Many thanks to William, Stephanie, Craig, Kirsty, David, Alan, Laura and Clare for their contributions.





MAPPA in Action – Scottish Prison Service

HMP Glenochil – Management of Sex Offenders

HMP Glenochil holds up to 352 long-term and short-term adult male sex offender prisoners with High, Medium and Low Supervision Security Classifications. Glenochil is the major site in Scotland for holding sex offenders and those with Order of Lifelong Restriction (OLR) of which there are currently 59.

The emphasis in Glenochil is on the complex casework needed to manage offenders through the Enhanced Integrated Case Management (ICM) process. This process supports regular dialogue with community-based colleagues. It allows them to see what the offender has achieved during their prison sentence and allows us to be sighted on plans for reintegration and public protection on release.



MAPPA in Action in HMP Glenochil

As part of our commitment to MAPPA we have 2 dedicated coordinators and a MAPPA business Support Administrator who manage the MAPPA process within HMP Glenochil. We work in partnership with Prison Based Social work department and also rely on the support of the Prison Parole coordinator. It is the role of these officers to bridge the gap between the community and the prison and help to manage the smooth transition of the offender back to the community.

In the period from September 2013 to August 2014, as part of our ICM process, we submitted 181 MAPPA referrals to colleagues in Scotland and across the United Kingdom. Of those referrals submitted to partners; 6 were at Level 1, 150 were at Level 2 and 25 were at Level 3.

In connection with those referrals we have also

attended Level 2 and Level 3 MAPPA meetings both within the Forth Valley area and across the country.

Developments

Moving Forward Making Changes

In the past year we have successfully managed the transition from the Good Lives sex offence programme to the Moving Forward Making Changes (MF:MC) Sex Offender Group Work Programme.

One of the advantages of MF:MC is that an offender can start it in prison and pick up where they left off on the community version of the same programme. This is a more consistent and joined up approach to the delivery of sex offending interventions.

Since its introduction in February 2014 we have provided 3 rolling programmes that have seen 36 offenders taking part with 24 places in Glenochil at any one time.



In addition to the groups offered in HMP Glenochil there are group places offered in HMP Edinburgh and HMP Barlinnie. Although the introduction of MF: MC is in its early stages we have already seen the successful transition of an offender in custody who was participating in MF:MC to a community MF:MC group in the Forth Valley area.

Compassionate Release Process

Since the introduction of Sex Offenders to the HMP Glenochil we have seen the average age of our offender

population increase. With that in mind we have developed and introduced a system in consultation with NHS and MAPPA partners to deal with those offenders who have been diagnosed as suffering from a terminal illness.

This process provides early notification to MAPPA partners of the offenders' situation thus allowing partners time to prepare for the potential release on compassionate grounds and prepare for the offender returning to their local area with a risk management plan fully in place.

Management of Violent Offenders under MAPPA

We are currently in the process of making the necessary adjustments to our systems and processes to meet our responsibilities in respect to the Management of violent offenders under MAPPA. This will include adjustments to our IT systems and the preparation and introduction of operational guidance for staff who will manage this category of offender through the Enhanced ICM process.

William, MAPPA Co-ordinator, HMP Glenochil





MAPPA in Action – Police Scotland

I have 7 years' police service and my previous post was Community Constable for Stirling City Centre. I spent 4 years within this role which entailed extensive high visibility foot patrol and community engagement. It was important for me to be aware of the Registered Sex Offenders who were residing in my area and I sometimes assisted the Offender Management Unit (OMU) by carrying out visits to these offenders.

Combining local knowledge with the risk assessment expertise of offender management officers provides mutual professional benefits as well as better protection for communities. This experience sparked my interest in OMU work.

I transferred to the Public Protection Unit in Larbert at the end of March 2014 as a detective constable in the OMU team. The Public Protection Unit co-locates a host of different teams concerned with risk and protection – domestic violence; child protection, young runaways, adult support and protection, rape investigation. This means that we can communicate quickly

and easily about cases which cut across different areas.

I now manage 26 Registered Sex Offenders within a local authority area and my partner manages 28. Together we carry out unannounced visits to these offenders; the frequency of the visits varies dependent on their risk level and current situation. We continuously reassess risk and we may include particular checks or questions as part of a visit to certain offenders. If we consider that risk is increasing we liaise closely with colleagues in our own service to ensure that a prompt response plan is in place to deal with any incident. We can contact housing, social work and health services to discuss issues that may be around for an offender which are contributing to increased risk.

Decisions about involvement of additional agencies are often taken at MAPPA meetings. These are regular reviews of the risk assessment and risk management plans. For Level 2 and 3 cases there are many different partner agencies represented at the table. Community police sometimes attend meetings if there are



Public Protection Unit, Larbert

particular concerns about where and how an offender is spending their time and if action as well as awareness is required.

At Level 1 there is usually just police, or police and criminal justice social work, but if one of the offenders I manage is involved with a particular service, I can ask that a colleague from this service is invited to a Level 1 review. This also means that services providing support or treatment to an offender are sighted on any new risk information which require staff safety measures or protective steps for other users of the service.

I have been trained to use the ViSOR (Violent and Sex Offender Register) database. This is a hugely valuable case management tool which contains details about offenders and a history of their offending and case management.

I am thoroughly enjoying my new role within the Offender Management Unit and look forward to the challenges ahead.

Stephanie, DC, Police Scotland



MAPPA in Action – Housing SOLO



I commenced my new role as SOLO (Serious Offender Liaison Officer) in May. Although starting a new job is always an exciting and challenging time, this was made easier having already established working relationships with partner agencies in my previous employment. I have worked within criminal justice, providing additional monitoring and supervision to violent and sexual offenders since 2003. I have also been in MAPPA since 2007.

A key part of my daily business is to assess the suitability of temporary and permanent accommodation which is being considered for a managed offender or one about to be released from prison. Balancing the needs of the offender with the wider protection of the community can be a difficult task.

When considering a particular tenancy for an offender, the first consideration is always actual or potential victims. Information from police colleagues about where a

victim lived or where offences took place, together with a risk assessment by social work or psychology, allows me to be clear about where not to house an offender. If the offender had committed contact offences against children for example, an environmental risk assessment would highlight potentially vulnerable families, children's play areas, nurseries, schools etc.

Education Services are asked to provide education maps to assist address profiling for high risk offenders against children, as they possess the most up to date information regarding where children reside.

The contribution of all partners enables a collective evaluation of the suitability of an address and agreement about how certain unavoidable risks are to be managed. Moving an offender to a suitable address is only the beginning of a process of monitoring and review. Work has continued to ensure, as far as possible, that

vulnerable individuals are not housed next to an offender.

Local authorities remain the main provider of temporary and permanent accommodation within the area however; work continues to engage housing associations and the private sector. A range of options provide resilience when difficulties arise.

As the SOLO, I am a permanent panel member at MAPPA meetings. The stability and suitability of an offender's home situation reduces risk and is kept under review as part of MAPPA.

Computer system checks are undertaken prior to attending a meeting. Complaints by neighbours could be an indication that an offender may be reverting to behavior that was evident when they offended. Alternatively, it could be an indication that neighbours have uncovered the sex offender status of the offender. Both require contingency plans to be in place.



Between meetings I am in regular contact by 'phone or e-mail with police and social work colleagues. By keeping each other up-dated about problems as they emerge we are able to respond quickly. This awareness is also an important part of keeping staff safe when making home visits.

As well as home visits I also visit offenders in prison, either because they have a tenancy when they go in or will need housing when they come out.

The job is a busy and demanding one and is likely to be more so when MAPPA is extended to serious violent offenders next year. I rely on working closely with other teams within housing services, and with partners from police, social work and health, to do my job effectively.

Strategic Planning and Development

Operational tasks take up most of my time but I also enjoy my involvement in strategic planning and development.

The Accommodation Subgroup is chaired by a Head of Service from a local authority housing department. My SOLO counterparts from the other two areas are also members of the group, together with police and criminal justice social work representatives.

The group allows us to focus on the national and local developments, and the challenging operational issues, which impact on the role of housing in MAPPA. Representation from other services is essential to keep our linked processes aligned. There is housing representation on other MAPPA working groups.

Over the last year the Accommodation Subgroup has led on the development of a multi-agency Community Unrest Protocol. This provides a framework for cooperative action based on shared principles of managing community unrest whilst allowing an offender to remain in their home if possible.

Across the local authority areas of Clackmannanshire, Falkirk, Stirling and Fife we also have an inter-authority housing transfer agreement. This means that an offender can be moved from their home authority to a neighbouring one if they are in danger or if exceptional difficulties arise in finding suitable accommodation in or around their home town or village.

Craig, Local Authority Housing SOLO





MAPPA in Action – Health

2013/2014 has been a period of immense change for NHS Forth Valley within MAPPA.

In April 2014, the resource provided by NHS Forth Valley to support MAPPA was increased by the creation of my role as MAPPA Health Liaison Officer. The remit of the post includes being a Single Point of Contact for all requests for health information which has a bearing on risk. I also work with the MAPPA Coordinator on alerting health colleagues where an assessment has been made that an offender may pose a risk to health staff or to other patients.

I support both health colleagues and MAPPA partners in ensuring that health staff involved in treating an offender either attend MAPPA meetings or provide appropriate risk relevant information to contribute to risk management plans. Where there is no current involvement I attend multi-agency meetings to represent health. My background in

forensic mental health means that I can provide a clinical perspective on risk assessment and management, as well as making referrals to services within health when a query is raised about a need for assessment or intervention.

Sometimes an offender has a mental disorder or other difficulties which create challenges for criminal justice social work staff and police colleagues in their day to day with them. I can work alongside colleagues for a period or offer advice on how best to maximize the offender's understanding and engagement.

For the most concerning high risk or difficult to manage offenders a full clinical risk assessment is required and this is undertaken by a psychologist. In order to make this expertise more widely available, and to be responsive to concerns about how an offender is presenting or behaving, the forensic community mental health service (FCMHS) now offers a

regular case consultation service. This allows MAPPA colleagues to bring cases to be discussed and provides practical advice regarding management. The aim of this service extension is to help criminal justice colleagues develop their understanding of why an offender may be behaving in a certain way and to incorporate this information into their risk management plans.

Senior health staff are included in the rota for chairing Level 2 MAPPA meetings while criminal justice service managers also chair MAPPA reviews for restricted patients. This reciprocity supports a shared understanding of the whole of MAPPA.





Restricted Patients

The Forensic CMHS continues to take an active role in the clinical risk assessment and management of restricted patients. The clinical team for individual patients is interdisciplinary and includes a Mental Health Officer from social work.

When the clinical team judge that a restricted patient is ready to be given unescorted access to the community or to move out of the hospital a health MAPPA meeting is held. The police have an important role at these meetings in ensuring that public protection risks are fully considered and that appropriate risk management arrangements are put in place.

The Health MAPPA team also complete an annual review of the Enhanced Care Programme Approach ensuring that national standards are adhered to.

Strategic Planning and Development

The Health Sub Group continues to meet regularly. As well as representation from forensic mental health, we have members from criminal justice social work, child protection and prison-based health care.

A key element of our workplan has been to raise awareness across NHS Forth Valley about the role and responsibilities of health in MAPPA. We have designed an online learning programme and this will be included as part of a suite of public protection modules on the NHS intranet in early 2015.

Inter-agency and Multi-agency Training

The Forensic CMHS staff and other health colleagues continue to deliver training on an informal basis to local authority and police partners.

Many MAPPA offenders have mental health problems, learning difficulties and trauma issues. In recognition of this a Winter Programme of seminars was delivered 2013-14 to explore these in the context of sex offending and risk management.

The programme was so well-received that it is to be an annual fixture in the Forth Valley MAPPA calendar.

Kirsty, Team Leader, Forensic CMHS & MAPPA, NHS Forth Valley





MAPPA in Action – Criminal Justice Social Work



54 of the 195 MAPPA offenders in Forth Valley are subject to statutory supervision by social workers. This can be for a period following release from prison or because an offender has been sentenced to a Community Payback Order.

Supervision by highly trained social workers enables an assessment to be made of needs and risks likely to lead to further offending. Social workers take a holistic approach to meeting needs, addressing risks and holding offenders to account. The aim is to assist offenders to turn their lives around.

Within this group there are often challenges to effective intervention. The following examples – offenders with additional support needs undertaking groupwork programmes, young people subject to MAPPA, and offenders with mental disorder and challenging behaviours – illustrate the proactive and collaborative measures in place to achieve interventions which fit the offender and therefore best support for public protection.

Moving Forward: Making Changes

For several years a key plank of offence-focused work with sex offenders has been the delivery of an accredited programme over several sessions to groups of offenders.

In the course of the last year the previous groupwork programme for sex offenders was replaced by Moving Forward: Making Changes (MF:MC)

This is a cognitive behavioural programme designed to assist participants to lead a satisfying life that does not involve harming others.

It contains 7 pre-group sessions and 13 groupwork modules of which 6 must be completed (Essential) and 7 may be undertaken (Optional). There is a further requirement for a period on a maintenance group to monitor how well participants are using their learning and to reinforce relapse prevention.

The duration varies for each participant according to several factors including: the level of risk and needs, skills

or strengths (existing or developing), motivation, complexity of presentation, rate of session delivery and the number of participants in the group. The programme can be delivered with between 4 and 10 participants, with 8 being the optimal number.

Within a rehabilitative framework of the Good Lives model, group participants examine their offending and what contributed to it. The goal is to develop their insight and encourage their motivation to lead a better life, reduce their problems, and lead an offence free life. The programme is framed within a strengths based approach that highlights the role of the offender as the primary agent of change. The programme can be started in prison and completed in the community, or done entirely in the community.

All modules are assignment based (with group discussions) and can lend themselves to behavioural experiments/practice to try out new skills and ways of thinking.



The new programme allows for a wider range of participants than the previous model. The minimum age has reduced from 21 to 18 and offenders with a learning disability can also participate. For the latter group we have asked health colleagues from the learning disability team to provide advice to social workers undertaking pre-programme preparation with offenders and to work with us on how best to deliver the programme materials to this group.

In order to be responsive to the varying levels of literacy and learning difficulties the assignments are presented – and can be completed – in various formats. They are available in written format in size 14 font on various pastel coloured backgrounds, or in auditory format on a CD. Participants can complete their assignments by writing, drawing or making a collage. The important point is that they are able to speak to the content of their assignment when they bring it back to a following session.

The programme is designed

primarily to be used in a group format because

- (a) this provides more opportunities for participants to have their needs met
- (b) there is an empirical evidence that his way of working is effective.

However, it is recognised that for various reasons it might be necessary to work in a 2:1 or 1:1 way in some cases. Social Work colleagues have the knowledge and skills to deliver this when necessary.

David, Manager, Forth Valley Accredited Programmes Team

Young People and MAPPA – Forth Valley

Since taking up the role of young person's worker within my council's Criminal Justice Service, I have worked with several young people who are subject to supervision and monitoring under MAPPA. After the young person is convicted through the Courts and is made subject to a Court Order I am nominated as their Supervising Officer for the duration of their Order.

The 16 to 18 years age bracket has historically thrown up contentions between when these young people should be treated as children and when they should be treated as adults. These same tensions can exist within the MAPPA process and this is typically intertwined with the debate between welfare and control needs. Since joining the team in January 2012 I have worked with several young people who have been monitored under MAPPA. Some of these young people were known to children and families for a number of years and others were first time offenders with no previous involvement with services.

With the exception of one young person, whose offence was historical and was therefore 18+ when he was convicted, I have always (initially) co-worked these young people with a colleague from the Youth Justice Team. This helps to maintain a focus on the developmental stage the young person is at and what assessment tools and interventions are suitable.



Their attendance at MAPPA meetings has also helped address the balance between welfare and control and enables insight into the different influences at play with this age group, which is much younger than the average MAPPA offender.

Young people who have been known to children's services because of previous concerns about their behavior they may have established involvement with a range of interventions concerned with supporting pro-social activities, further education or employment, or support with personal issues. In these cases the young person may have been reviewed under Care and Risk Management (CARM) arrangements and an assessment is made about continuing the pre existing care plans.

The transition into the MAPPA process is ultimately a transition into the adult system, however, and the assessment of risk becomes more dominant than perhaps the question of need was under the children's services remit. The most noticeable difference between these two risk management review processes is that young people and their carers/family are invited to attend

CARM meetings whereas MAPPA meetings are attended by professionals only. That said, the significance of family influence and the potential role of family members in supporting risk management measures remains an important consideration.

All offenders subject to Social Work Supervision have regular progress reviews in parallel with MAPPA. As well as attending in person, offenders can also bring family members. Anything of significance from these meetings is shared at subsequent MAPPA reviews.

The benefits of having young people monitored under MAPPA are many from a Supervising Officers perspective. These are high risk young people who have been involved in serious sexual offences and have the potential to commit further analogous offences. As a case manager this brings a significant sense of responsibility.

Even with the recent helpful debates around defensive and defensible practice, working with these young people still brings significant pressure to bear. The MAPPA process immediately feels like you are

not solely accountable for this high risk young person and you sense a collective sharing of the responsibility for the young person's management within the community.

A range of partner agencies are invited to MAPPA meetings such as housing, health, Police. This brings a breadth of knowledge, skills and experience to the forum and results in a thorough assessment from various view points. The sharing of relevant information also helps to uncover any discrepancies between what or how you thought the young person was doing and what other partners have found. For young people the usual range of agencies is often extended to include education, youth services or CAMHs (Children and Adolescent Mental Health Services).

Typically with these young people a Core Group of workers meet on a regular basis to discuss their day-to-day risk management and support activities. These intervention and supervision schedules inform the MAPPA meetings that follow.

Alan, Social Worker, Criminal Justice



MAPPA in Action – Children & Families Social Work

The role of child care in MAPPA is essentially a safeguarding one, responding to any indication that a child may be at risk from a MAPPA offender. A child care perspective is also a crucial part of multi-agency assessment. I can offer insight into dynamics within families or why children may present with behaviours that do not reflect their chronological age.

From service records checks or enquiries to other parts of the country, I may hold vital information about any previous concerns involving an offender and their relationship with children. The following sections describe how children's services can contribute to MAPPA in a surprisingly wide range of ways.

Being the childcare representative at multi-agency MAPPA reviews can sometimes feel like having a comparatively minor role in proceedings. This is because not all offenders present any known risk to children and many are not known to be associated with any children.

Unlike other colleagues at the table who have something to contribute about every offender, I sometimes have little or nothing to say.

With typically 3-6 offenders discussed at Level 2 meetings, however, it is likely that child care input will be sought for some. When queries or concerns do arise about risk to a child the protection of that child becomes the paramount concerns of all partners.

In some cases an offender may have children and be living in a family unit when convicted of offences which bring them into MAPPA. Childcare social work risk assess whether the offender presents a risk to his own children and whether protective measures are needed – up to and including exclusion of the offender or removal of the children – from the family home.

More commonly, the offender is not living as part of a family unit but is in contact with the children of other family members or friends. Alternatively, the offender

may embark on a new relationship with a partner who has children. If the offender is assessed as a risk to children it is important to assess whether this contact should be allowed to continue. Childcare and criminal justice social workers often work jointly to undertake visits to family or new partners to assess whether there are sufficient safeguards in place to keep children safe.

Where it becomes clear that the parents or guardians of children are unaware that supervised contact or other safeguards are needed, a child protection disclosure can be made about the offender's conviction. The decision to disclose is always taken at a MAPPA multi-agency review if time allows.

This allows partners managing the offender to make contingency plans should there be adverse consequences from this disclosure.



Including Colleagues

If there is ongoing childcare involvement with children associated with an offender I can ask that the case-holder attends a MAPPA meeting to provide a detailed account rather than relaying a report through me.

If a child is on the child protection register or is looked after by the local authority, I can act as bridge to ensure that reviews for children are sighted on reviews for offenders, and

vice-versa. Police colleagues managing an offender can be invited to attend professionals meetings which typically act as sub-groups of Child Protection Case Conferences. This is helpful to maintain up to date cross-reporting and linked risk management/child protection planning.

Where childcare involvement has been short-lived or come to an end, I provide a summary case history as the service representative.

I often leave MAPPA meetings with enquiries to make and report back on. These often mean speaking to colleagues from education, health, children's support services or my equivalent in other parts of the country.

The aim is always to bring any relevant information to bear which indicates the need for investigation or intervention, or which provides the assurance that we all seek, that children are safe and protected from harm.

Clare, Assistant Team Manager, Childcare Service





MAPPA in Action – Duty to Co-operate Agencies & Support Services

Across Forth Valley criminal justice social workers have access to a range of directly commissioned services or have developed strong links with other agencies which can be asked to provide practical assistance or support to offenders. This can be for addiction issues, to help with independent living skills or use of time, or to overcome barriers to employability.

The following example comes from the Richmond Fellowship Scotland.

My role in MAPPA

I am currently seconded to the Falkirk Criminal Justice Service to:

- Work with service users with significant mental disorders, suspected disorder and challenging behaviours.
- Support individuals to appointments with health, social work and other professionals as required and advocate for them in obtaining services from DWP, health or other agencies.

- Promote social inclusion, identifying and discussing employment and leisure opportunities.

Where appropriate I use Personal Support Development Agreements (PSDA), which is a person centred approach focusing on:

- Who the person is
- Important people in their life
- How other people would describe them as a person
- Their qualities, strengths and roles
- Support & goal plans
- Employment/Education/ Training
- Personal history – Milestones in their life

Working through self help booklets with people is an accessible way of supporting people to understand more about their diagnosed mental disorder – anxiety, depression, learning disability – and I have used anger management techniques with service users with challenging behaviours.

A common difficulty is low esteem and it can be very hard for service users to find anything good to say about themselves. It is important to turn this around and to develop self-belief that they can make positive choices which will help them feel better about themselves and reduce the risk of further offending.

Some of the referrals I have received have been for registered sex offenders. These referrals have been agreed at MAPPA meetings and I work closely with supervising officers to ensure that the support I offer takes into account any risk factors that may be present.





Case Study

An example of this is a referral I received in February 2014 (Mr A) Mr A required support to access social activities, getting to appointments and applying for jobs via the internet and job centre. Mr A was diagnosed with anxiety and depression and received medication for this. He found it difficult to leave the house and felt safer indoors.

I supported Mr A to attend a drop-in session at a local service for people experiencing mental health problems. He met with some of the workers and other service users. He later said that he had felt emotional

and apprehensive about talking to others but after a game of pool and a coffee; he realized that he wasn't alone in having to deal with mental health issues.

I also supported Mr A to attend mental health appointments for assessment and treatment. We went to the library so that he could access the internet to apply for jobs.

It was clear that Mr A had very low self-esteem. We worked through the self-help guide and he was able to identify with the experience of other people who feel bad about themselves or are overwhelmed by feelings of guilt and regret about what they have done in the past.

On our sessions we concentrated mainly on:

- What is self-esteem and how it develops
- What can affect your self-esteem
- How to boost your self-esteem
- How to take better care of yourself
- How to make plans for the future

Mr A has continued to use some of the services I introduced him to and has made other positive changes. I believe that the work I have carried out with Mr A has assisted him to reduce his risk of reoffending and become more socially responsible.

Laura, The Richmond Fellowship Scotland





MAPPA and Other Protection Partners

As stated at the beginning of this report, there is a commitment in Forth Valley to forging close links with other protection partnerships. Much of the same ground is covered in terms of risk and vulnerability and the goal of public protection is one we share. A number of joint achievements and developments have occurred over the last year:

- 2013 saw the launch of the Forth Valley Public Protection Lead Officers Group. The group comprises lead officers from the alcohol and drugs partnership, violence against women, adult support and protection, child protection and MAPPA. The group aims to collaborate on common and cross-cutting themes and initiatives
- The group collaborated with WithScotland on organising the first Public Protection Conference in Forth Valley in 2014 and is currently working on developing awareness raising training covering the protection agenda for staff across public services
- There is to be a combined Public Protection quarterly newsletter from the autumn of 2014
- In 2013 a joint Child Protection/MAPPA Audit was jointly commissioned by the two Child Protection Committees and the MAPPA Strategic Oversight Group. The audit tracked the journey taken by child care concerns between them being raised at one MAPPA meeting and reported on at next meeting. The audit found excellent practice but also pointed up the need for a clearer procedural route-map to support feedback
- A joint initiative is underway between the Forth Valley Data Protection Officers Group and the MAPPA Development Subgroup to develop a staff training module on information handling and sharing in MAPPA.
- MAPPA is represented on the Child Sexual Exploitation Board. There are some children who have been victimised or are associated with more than one MAPPA offender and it is important to examine the possibility of exploitation networks
- There are reciprocal - reporting arrangements in place between the MAPPA Strategic Oversight Group and the Committees which oversee child protection and adult support and protection
- Child protection colleagues have participated in case reviews where the circumstances may not meet the threshold for a Significant Case Review, but where there have been both offender management and childcare involvement when an incident of concern arises. These reviews potentially offer valuable learning points across services. For this reason they are reported on at both the area Child Protection Committee and to the MAPPA Strategic Oversight Group.



Plan for the Year Ahead

This year is set to be exceptionally busy.

The refreshed MAPPA Guidance was published in June 2014 and this introduces new templates to be used for MAPPA meetings. A working group has been established to support implementation of these from 2015.

There is to be the first national inspection of MAPPA in Scotland in 2015. This is to be undertaken jointly by the Care Inspectorate and Her Majesty's Inspectorate of Constabulary (HMIC). The inspection is to focus on the management of registered sex offenders and will include a review of all of the Significant Case Reviews published to date across Scotland.

This is a very welcome development. Since MAPPA was enacted in 2007, different ways of delivering the same business have developed unchecked across Scotland. A national overview may identify what is working particularly well and may uncover where greater

consistency would be of universal benefit.

Planning is well-advanced for the extension of MAPPA to include Category 3 offenders from 2015. These are offenders whose conviction and sentence require them to be supervised by criminal justice social workers, and who are assessed as posing a continuing risk of serious harm which requires multi-agency management.

Locally, there is to be a second Winter Programme of shared learning events in 2014-15. The themes for the monthly seminars are to be based on choices made by staff in a survey undertaken earlier this year.

The Strategic Oversight Group and each of the four subgroups – Practice Standards, Accommodation, Health and Development – each has a workplan 2014-16 which sets out the work they plan to do to achieve the 10 strategic priorities agreed for the next two years. These priorities are listed at the end of the report.

The thread running through this report has been the operational inter-dependence between services which characterises MAPPA. We are fortunate in Forth Valley that this inter-dependence is embraced positively and productively by operational staff.

The report also reflects the growing partnership approach across public protection bodies. This can only enhance the protection of individuals and communities across Forth Valley.

Please see overleaf the Strategic Oversight Group and Sub-Group workplans for the year ahead.





Strategic Priorities

The Strategic Oversight Group oversees the delivery of MAPPA in Forth Valley. To allow enough attention to be given to the main strands, we have the following four sub-groups.

STRATEGIC OVERSIGHT GROUP AND SUBGROUPS:

	Key Achievements	Plans for 2014-15
<p>Strategic Oversight Group</p> <p>Oversees the delivery of MAPPA business in Forth Valley. Decides on plans and policies. Responsible for governance framework and compliance with MAPPA Guidance.</p>	<ul style="list-style-type: none"> ✓ Joint commissioning of first Child Protection/MAPPA Audit with CPCs ✓ Joint commissioning of case reviews to promote continuous learning ✓ Improved performance on key measures 	<ul style="list-style-type: none"> ❖ Pilot post-audit procedure for action and feedback ❖ Support engagement with national inspection process ❖ Improved capture of case review findings ❖ Oversee engagement with elected members and community councils
<p>Accommodation Subgroup</p> <p>The Accommodation sub-group meets on a quarterly basis. The main focus of the group is to work to ensure operational practice is consistent throughout the Forth Valley area.</p>	<ul style="list-style-type: none"> ✓ Multi-agency development and acceptance of Community Unrest Protocol ✓ Refreshed address profiling procedure ✓ Education assistance in preventing child victim access 	<ul style="list-style-type: none"> ❖ Develop over-arching Forth Valley Information Sharing Protocol with registered social landlords across Forth Valley ❖ Report on Environmental Risk Assessment activity and outcomes ❖ National benchmarking of accommodation issues



	Key Achievements	Plans for 2014-15
<p>Practice Standards Subgroup</p> <p>The Practice Standards subgroup is concerned with processes, procedures, partnership and practice in the delivery of MAPPA Business</p>	<ul style="list-style-type: none"> ✓ Quality Assurance programme including outcome-focused Offender Journey reports ✓ Improved attendance by all partners at MAPPA meetings ✓ Minutes audit 	<ul style="list-style-type: none"> ❖ Support implementation of ❖ refreshed MAPPA Guidance ❖ Offender statements in MAPPA and dissemination of Offender questionnaires ❖ Produce route-map for staff on extension of MAPPA to Category 3 offenders
<p>Health Subgroup</p> <p>The Health subgroup is concerned with the role of the health board as the lead authority in the care, treatment and management of restricted patients and the role of health colleagues in the assessment and risk management of other MAPPA offenders.</p>	<ul style="list-style-type: none"> ✓ Development of learning module for health staff on MAPPA, linked to other public protection modules ✓ Tracking and responding to issues of mental disorder by providing training and guidance to staff ✓ 6-monthly review of offenders with Health Alert 	<ul style="list-style-type: none"> ❖ Launch Learnpro module ❖ Engage with SPS staff on issues arising from demographic profile of MAPPA offenders in Glenochil ❖ Monitor Compassionate Release protocol ❖ Foster closer links with child protection on support for known or potential child victims
<p>Development Subgroup</p> <p>The Development subgroup is concerned with supporting good practice and effective partnership working.</p>	<ul style="list-style-type: none"> ✓ Development and delivery of first Winter Programme of MAPPA seminars for staff from range of services ✓ Shared learning events on new developments in MAPPA 	<ul style="list-style-type: none"> ❖ Second Winter Programme of MAPPA seminars to be based on staff survey results ❖ Joint development of Information Handling and security Module ❖ Training/guidance to support extension of MAPPA and new meeting processes



ANNEX 1: MAPPA Statistics



Table 1 : Registered Sex Offenders (RSOs)	NUMBER
a) Number of Registered Sex Offenders at liberty on 31 st March 2014:	195
b) The number of RSOs having a notification requirement who were reported for breaches of the requirements to notify between 1 st April 2013 & 31 st March 2014	11
c) The number of 'wanted' RSOs on 31 st March 2014	1*
d) The number of 'missing' RSOs on 31 st March 2014	0

**This offender is believed to be resident abroad*

Table 2: Civil Orders applied and granted in relation to RSOs	NUMBER
a) Sexual Offences Prevention Orders (SOPO'S) in force on 31 st March 2014	26
b) SOPO'S imposed by courts between 1 st April 2013 & 31 st March 2014	1
c) Risk of Sexual Harm Orders (RSHO's) in force on 31 st March 2014	2
d) Number of RSO's convicted of breaching SOPO conditions between 1 st April 2013 & 31 st March 2014	4

Table 3: Registered Sex Offenders (RSO's)	NUMBER
a) Number of RSO's managed by MAPPA Category as at 31 st March 2014:	
1) MAPPA Level 1:	164
2) MAPPA Level 2:	30
3) MAPPA Level 3:	1
b) Number of Registered Sex Offenders convicted of a further group 1 or 2 crime between 1 st April 2013 and 31 st March 2014:	
1) MAPPA Level 1:	0
2) MAPPA Level 2:	0
3) MAPPA Level 3:	0
c) Number of RSO's returned to custody for a breach of statutory conditions between 1 st April 2013 and 31 st March 2014 (including those returned to custody because of a conviction for a group 1 or 2 crime)	4



Table 4: Restricted Patients (RPs):		NUMBER
a) Number of RPs:		
1. Living in Forth Valley on 31 st March 2014		10
2. During the reporting year		10
b) Number of RPs per order:		
1. CORO		10
2. HD		0
3. TTD		0
c) Number within hospital/community:		
1. State Hospital		1
2. Other hospital no suspension of detention (SUS)		3
3. Other hospital with unescorted SUS		4
4. Community (Conditional Discharge)		2
d) Number managed by category on 31 st March 2014:		
1. Level 1		9
2. Level 2		1
3. Level 3		0
e) Number of RPs convicted of a further group 1 or 2 crime between 1 st April 2013 and 31 st March 2014:		
1. MAPPA Level 1		0
2. MAPPA Level 2		0
3. MAPPP Level 3		0
f) Number of RP's on Suspension of detention :		4
1. who absconded		0
2. who absconded and then offended		0
3. where absconsion resulted in withdrawal of suspension of detention		0
g) Number of RP's on Conditional Discharge:		2
1. who breached conditions (resulting in letter from the Scottish Government)		0
h) recalled by Scottish Ministers due to breaching conditions:		0
i) recalled by Scottish Ministers for other reasons:		0



Table 5: Delineation of RSO'S by age on 31st March 2014:

Age	RSO Number	RSO Percentage %
Under 18	0	0%
18 - 20	6	3%
21 - 30	33	17%
31 - 40	38	19.5%
41 - 50	39	20%
51 - 60	46	23.5%
61 - 70	20	10.5%
71 - 80	12	6%
81 - 90	1	0.5%
91 - 100	0	0%

Table 6: Delineation of population of RSO's on 31st March 2014:

Sex	RSO Number	RSO Percentage
Male	194	99.5%
Female	1	0.5%

Table 7 : Delineation of RSO's by ethnicity on 31st March 2014

Ethnic Origin	RSO Number	RSO Percentage %
White Scottish	160	82%
Other British	16	8.5%
Irish	4	2%
Gypsy/Traveller	0	0%
Polish	0	0%
Other white ethnic group	0	0%



Table 7 : Delineation of RSO's by ethnicity on 31st March 2014

Ethnic Origin	RSO Number	RSO Percentage %
Mixed or multiple ethnic group	1	0.5%
Pakistani, Pakistani Scottish or Pakistani British	1	0.5%
Indian, Indian Scottish or Indian British	0	0%
Bangladeshi, Bangladeshi Scottish or Bangladeshi British	0	0%
Chinese, Chinese Scottish or Chinese British	0	0%
Other Asian	0	0%
African, African Scottish or African British	0	0%
Other African	0	0%
Caribbean, Caribbean Scottish or Caribbean British	0	0%
Black, Black Scottish or Black British	0	0%
Other Caribbean or Black	0	0%
Arab, Arab Scottish or Arab British	1	0.5%
Other ethnic group	0	0%
Subject Declined to define Ethnicity	0	0%
Subject Does Not Understand	0	0%
Not recorded	12	6%

Table 8: Number of RSO's managed under statutory conditions and/or notification requirements on 31st March :

Number of RSOs	Number	Percentage %
On Statutory supervision	54	28%
Subject to notification requirements only	141	72%