

# **Multi-Agency Public Protection Arrangements (MAPPA) Annual Report 2010/11**

**Scottish Government**

**Published 9 September 2011**

**Multi-Agency Public Protection  
Arrangements (MAPPA)  
Annual Report 2010/11**

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## 1. Background

1.1 Multi-Agency Public Protection Arrangements, or MAPPA, are a statutory set of partnership working arrangements (introduced in 2007 under Section 10 of The Management of Offenders etc. (Scotland) Act 2005), and operated by the Responsible Authorities (Police, Local Authorities, the Scottish Prison Service (SPS) and Health) to assess and manage the risk posed by sex offenders and mentally disordered restricted patients.

1.2 This is the fourth year of MAPPA being in place across Scotland. These arrangements continue to evolve and develop through strengthened practice and inter-agency links. Practitioners involved in the management of those subject to the notification requirements work closely together to minimise the risk that these offenders pose to the public.

1.3 The SPS, Local Authorities and the Police are required to jointly establish arrangements for the assessment and management of risks posed by sex offenders who are subject to the notification requirements of the Sexual Offences Act 2003. Health boards are required to establish joint arrangements for the assessment and management of risk posed by mentally disordered restricted patients.

1.4 A number of other agencies are under a duty to co-operate with these Responsible Authorities, including housing providers, the voluntary sector and the Children's Reporter.

1.5 Under the terms of The Management of Offenders etc. (Scotland) Act 2005), the Responsible Authorities are required to produce an annual report for submission to their local Community Justice Authority (CJA) and the Scottish Ministers. Each of these reports will be published on the relevant CJA website. The web addresses are included at Appendix A.

1.6 This report gives details of national developments over the reporting period 1 April 2010 to 31 March 2011. The statistics included at Appendix B, which were obtained from the CJAs, are provided as management information.

1.7 Due to the national reach of the Scottish Government, the Scottish Police Services Authority (SPSA), the SPS and Health, these agencies activities in relation to MAPPA are detailed below.

## **2. The National Picture**

2.1 Over the reporting year a number of developments have taken place at a national level.

### **2.2 MAPPA National Oversight Group**

A new 2011 version of the national MAPPA guidance has been produced and is currently with a number of partners for comment. This document also contains updated and enhanced guidance in relation to significant case reviews. It is planned that the latest version of the guidance will be a web-based document which will allow for regular updates to reflect changes in legislation and practice.

2.3 A MAPPA National Oversight Group has been convened to bring together the Chairs of each MAPPA Strategic Oversight Group. The overall aim of the group is to support the delivery of the Scottish Government's commitment to reduce reoffending by offenders managed through the MAPPA.

### **2.4 Job Centre Plus**

The Management of Offenders etc. (Scotland) Act 2005 (Disclosure of Information) Order 2010 enables the Secretary of State for Work and Pensions and the Child Maintenance and Enforcement Commission to disclose information about offenders who are covered by Section 10 of the 2005 Act to the Responsible Authorities in certain circumstances and for the Responsible Authorities to reciprocate. Principally, information is shared in relation to employment and training matters, stopping offenders being placed in inappropriate employment or training environments where they may pose a risk to the public.

2.5 Work is ongoing between the Association of Chief Police Officers for Scotland (ACPOS), the Association of the Directors of Social Work (ADSW) and Job Centre Plus to produce operational guidance and understanding for practitioners involved in this field of offender management.

### **2.6 Sex Offender Community Disclosure Scheme**

The Sex Offender Community Disclosure Scheme has been successfully rolled out across Scotland with the final two Police force areas going live on 31 March 2011. The statistics for the numbers of referrals and disclosures made will be collated and reported upon next year as the first full year of the operation of the scheme.

## **2.7 The Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011**

The Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011 came into force on 28 January 2011. This legislation addressed an ECHR incompatibility and introduced a review mechanism for those sex offenders required to comply with the sex offender notification requirements indefinitely. Those convicted of a qualifying offence when under the age of 18 years will be subject to review after a period of eight years; adults will be subject to a review after 15 years on 'the register'. If the offenders are still assessed to pose a risk of sexual harm to the public the relevant Chief Constable will issue a notification continuation order (NCO). This NCO can impose the notification requirements for a further period of up to 15 years.

2.8 A small number of offenders, who were convicted between 1997 and 2003 and were under the age of 18 at the time of their conviction, were reviewed this year, however, a number of adult offenders will be entitled to a review next year.

## **2.9 Level of Service Case Management Inventory (LS/CMI)**

The LS/CMI is a comprehensive instrument that aims to support practitioners to conduct a thorough review of a person's circumstances, difficulties and strengths that leads to a plan of intervention. It will be the common method of risk assessment within Criminal Justice Social Work and the Scottish Prison Service.

2.10 Implementation of the LS/CMI is progressing as scheduled with roll out to all 32 Scottish Local Authorities and to Scottish prison Service expected to be completed by December 2011.

## **2.11 The Framework for Risk Assessment and Management Evaluation (FRAME) project.**

This project represents an extensive programme of work to introduce a framework that promotes consistent, effective and defensible practice which ensures that Scotland's practitioners and agencies who are involved in the assessment of risk in relation to offenders are equipped with tools, training and guidance that is fit for purpose and sustainable over the long term. This programme is ambitious, far-reaching and will require time to implement, but the commitment needed to secure its introduction across criminal justice social work services is very evident.

2.12 The FRAME policy document has been signed of by all stakeholders, the Effective Community Disposals Project Implementation Board and has been published on the Risk management Authority's web site.

2.13 The policy document outlines the agreed guiding principles, standards and values that will underpin risk practice in Scotland;

- it acknowledges the uncertainty of risk and the fact that it will not be eliminated
- it adopts principles of proportionality, rights and evidence based practice to guide defensible and ethical risk assessment and management
- it establishes the shared agreement that risk is an integral aspect of the work of each agency
- it recognises each agency also has its own objectives and responsibilities, however, it asserts that there is scope for us to aspire to a shared standard in, approach to, and language of risk.

2.14 Work is now ongoing on the deliverables associated with the project.

### 3. **Scottish Police Services Authority (SPSA) - ViSOR**

3.1 The UK-wide ViSOR system is owned and managed by the National Policing Improvement Agency, however, the SPSA, Criminal Justice Department, manages the ViSOR system in Scotland, providing support to the MAPPAs Responsible Authorities.

3.2 SPSA provides accredited ViSOR training in Scotland and over the reporting year (1 April 2010 – 31 March 2011) has facilitated 11 courses with employees from all four Responsible Authorities attending. SPSA perform compliance checks to ensure ViSOR data is accurate and conforms to National Standards and Guidelines (e.g. risk assessments are approved within the timescales required). During the past year almost 125,000 robust checks were carried out with 99% achieving compliance.

3.3 SPSA coordinate and process all change requests for ViSOR, generally in response to legislative changes relating to the management of offenders. In the past year the main changes submitted by SPSA include Job Centre Plus disclosures and the introduction of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011. These improvements allow for the appropriate recording of the specific information required by the legislation and ensure ViSOR can continue to contribute to the effective management of the highest risk offenders in Scotland.

3.4 SPSA supports and attends the quarterly Scottish ViSOR users' group meetings and represents all four MAPPAs Responsible Authorities at the UK National ViSOR meetings, ensuring that the needs of Scottish ViSOR users are always considered and supported.

#### **4. The Scottish Prison Service (SPS)**

4.1 The SPS continues to support MAPPA through ongoing assessment of the risks posed by sex offenders in custody and multi-agency case / risk management planning. The Stable and Acute 2007 (SA07) assessment tool has now been fully rolled out across all Scottish prisons. All sex offenders sentenced to more than six months in custody are assessed using SA07 and this assessment is updated on an annual basis and prior to liberation.

4.2 The SPS provides ongoing support to the CJA Strategic Oversight Groups through representation by dedicated CJA Liaison Managers. Senior operational managers continue to attend MAPPA meetings in the community (where appropriate) to ensure decisions on the management of offenders who return to the community following a period in custody are informed by risk assessment, activity undertaken within prison and progress made in addressing offending behaviour.

4.3 During 2010/11, 82 convicted sex offenders successfully completed a sex offender treatment programme. The SPS has recently piloted a new sex offender treatment programme, Good Lives, in HMP Peterhead. A total of 36 offenders have completed the programme which is currently subject to evaluation. It is envisaged the new programme will begin rolling out across other prisons from early 2012. The SPS is also currently working with the Scottish Government's Effective Practice Unit to develop a version of the Good Lives programme that can be delivered in the community. This will increase continuity in programme delivery between work undertaken within a custodial setting and community-based interventions.

#### **5. Health**

5.1 This is the third year in which restricted patients have been subject to MAPPA. The Care Programme Approach (CPA) for restricted patients and MAPPA have a common purpose of maximising public safety and the reduction of serious harm. The underlying principle is the gathering and sharing of information between agencies in relation to risk. The CPA focuses on care and treatment likely to minimise the risk posed, whilst MAPPA focuses on the multi agency management of risk.

5.2 The Forensic Mental Health Services Managed Care Network supports the MAPPA Health Group which meets twice yearly and have recently launched a clinical forum which will include MAPPA Health. This forum allows the sharing of good practice as well as providing a national picture of how MAPPA is operating in Scotland for restricted patients



5.3 The inclusion of restricted patients under MAPPA has led to better multi-agency management of the risk posed by such patients, and no serious offences have been committed by restricted patients on leave. Having restricted patients under MAPPA has had the knock on effect of better multi-agency working in relation to non-restricted mentally disordered offenders too. The general consensus from health service professionals and those from other agencies is that the MAPPA process works well for restricted patients and has brought benefits to multi-agency working.

5.4 Further information about MAPPA can be found on the Scottish Government website. <http://www.scotland.gov.uk/Topics/Justice/public-safety/offender-management/offender/protection>

## 6. Further Information

6.1 Should you have any query in respect of the information within this document, please contact:

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## Appendix A

### MAPPA 2011 – CJA website addresses

- |                          |  |
|--------------------------|--|
| 1. Lanarkshire           | <a href="http://www.lanarkshirecja.org.uk">www.lanarkshirecja.org.uk</a>                       |
| 2. Lothian and Border    | <a href="http://www.cjalb.co.uk/">www.cjalb.co.uk/</a>   |
| 3. Northern CJA          | <a href="http://www.northerncja.org.uk/site/home.asp">www.northerncja.org.uk/site/home.asp</a> |
| 4. Tayside               | <a href="http://www.taysidecja.org.uk/">www.taysidecja.org.uk/</a>                             |
| 5. Fife and Forth Valley | <a href="http://www.ffvcja.co.uk">www.ffvcja.co.uk</a>   |
| 6. Glasgow               | <a href="http://www.glasgowcja.org.uk/">www.glasgowcja.org.uk/</a>                             |
| 7. South West Scotland   | <a href="http://www.swscja.org.uk/">www.swscja.org.uk/</a>                                     |
| 8. North Strathclyde     | <a href="http://www.nscja.co.uk/">www.nscja.co.uk/</a>   |

## Appendix B

### Nationally

	2009	2010	2011
Registered Sex Offenders (RSOs) at liberty nationally on 31 March	2967	3062	3098
Were reported for breaches of notification	136	178	192
Wanted on 31 March	21	20	18
Missing on 31 March	12	12	7
Managed at Level 1	2632	2853	3146
Managed at Level 2	941	709	735
Managed at Level 3	64	43	34
Number of RSOs convicted of a further crime of sexual harm or non-sexual violence	44	56	39

**Wanted** - A sex offender subject to the sex offender notification requirements should be considered as wanted in the following circumstances; where it is known that an offender is actively avoiding Police in response to Police enquiries to trace that individual relative to offences they may have committed or in relation to other matters for which it is required that they be interviewed. This may include those occasions where an offender is the subject of an arrest warrant.

**Missing** - A sex offender should be considered as missing in the following circumstances; where the current whereabouts of an offender is unknown and Police enquiries to establish their whereabouts have been unsuccessful. As a result of these actions the risk management process may not be achievable and there exists a requirement to trace the individual and address the risk he/she may pose and establish if further offences have been committed. Those offenders who have left the territorial jurisdiction of the United Kingdom and whose location abroad is known are not considered as missing. The requirement to comply with the registration process is suspended whilst offenders are out with the UK. Where appropriate, consideration should be given to establishing whether the offender has committed an offence relative to notification of his/her foreign travel. In this situation if an arrest warrant is issued relative to such an offence the offender should be regarded as wanted.

Lothian & Borders CJA

	2009	2010	2011
RSOs at liberty and in your area on 31 March	544	599	591
Were reported for breaches of notification	27	39	23
Wanted on 31 March	6	2	2
Missing on 31 March	7	3	3
Managed at Level 1	529	598	633
Managed at Level 2	175	131	101
Managed at Level 3	6	7	4
Number of RSOs convicted of a further crime of sexual harm or non-sexual violence	14	10	4

Lanarkshire CJA

	2009	2010	2011
RSOs at liberty and in your area on 31 March	307	307	303
Were reported for breaches of notification	15	22	14
Wanted on 31 March	1	0	0
Missing on 31 March	0	3	0
Managed at Level 1	234	241	318
Managed at Level 2	112	99	99
Managed at Level 3	6	3	0
Number of RSOs convicted of a further crime of sexual harm or non-sexual violence	4	6	5

Tayside CJA

	2009	2010	2011
RSOs at liberty and in your area on 31 March	298	294	327
Were reported for breaches of notification	11	7	12
Wanted on 31 March	5	5	5
Missing on 31 March	1	1	0
Managed at Level 1	221	246	261
Managed at Level 2	68	45	66
Managed at Level 3	9	3	0
Number of RSOs convicted of a further crime of sexual harm or non-sexual violence	4	5	2

South West Scotland CJA

	2009	2010	2011
RSOs at liberty and in your area on 31 March	311	318	347
Were reported for breaches of notification	21	35	34
Wanted on 31 March	3	2	1
Missing on 31 March	0	2	1
Managed at Level 1	372	369	365
Managed at Level 2	68	74	82
Managed at Level 3	7	3	2
Number of RSOs convicted of a further crime of sexual harm or non-sexual violence	2	9	5

Fife and Forth Valley CJA

	2009	2010	2011
RSOs at liberty and in your area on 31 March	413	429	443
Were reported for breaches of notification	8	5	28
Wanted on 31 March	1	3	3
Missing on 31 March	2	0	1
Managed at Level 1	290	329	420
Managed at Level 2	187	166	113
Managed at Level 3	9	6	5
Number of RSOs convicted of a further crime of sexual harm or non-sexual violence	2	2	3

Fife and Forth Valley (FFV) CJA operate two distinct MAPPA areas, with one covering Fife and the other responsible for Forth Valley. Each has its own MAPPA coordinator and Strategic Oversight Group. Each area report can be found within the FFV CJA report.



Glasgow CJA

	2009	2010	2011
RSOs at liberty and in your area on 31 March	434	445	426
Were reported for breaches of notification	20	27	36
Wanted on 31 March	3	5	6
Missing on 31 March	1	1	0
Managed at Level 1	471	484	482
Managed at Level 2	111	115	77
Managed at Level 3	7	8	12
Number of RSOs convicted of a further crime of sexual harm or non-sexual violence	5	10	11

Northern CJA

	2009	2010	2011
RSOs at liberty and in your area on 31 March	439	442	437
Were reported for breaches of notification	17	24	28
Wanted on 31 March	2	2	0
Missing on 31 March	1	1	1
Managed at Level 1	353	425	484
Managed at Level 2	126	95	118
Managed at Level 3	13	8	7
Number of RSOs convicted of a further crime of sexual harm or non-sexual violence	7	12	8

North Strathclyde CJA

	2009	2010	2011
RSOs at liberty and in your area on 31 March	221	228	224
Were reported for breaches of notification	17	19	17
Wanted on 31 March	0	1	1
Missing on 31 March	0	1	1
Managed at Level 1	162	161	183
Managed at Level 2	94	115	79
Managed at Level 3	7	5	4
Number of RSOs convicted of a further crime of sexual harm or non-sexual violence	6	3	1



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