

Fife & Forth Valley
Community Justice
Authority



Fife
Annual Report
1 April 2012 to 31 March 2013

Index:

1. INTRODUCTION

2. MAPPA ARRANGEMENTS IN FIFE

- 2.1 Management Structure**
- 2.2 The Operation of MAPPA in Fife Council**
- 2.3 The Role of the MAPPA Co-ordinator**
- 2.4 Risk of Serious Harm**

3. ROLE OF THE RESPONSIBLE AUTHORITIES AND DUTY TO CO-OPERATE AGENCIES

- 3.1 Local Authority – Criminal Justice Social Work**
- 3.2 Police**
- 3.3 NHS Fife – Restricted Patients**
- 3.4 Local Authority – Housing and Communities**

4. RECENT DEVELOPMENTS

- 5. Circles of Support and Accountability Pilot**

6. CORE STATISTICS/OUTCOMES

7. FUTURE INTENTIONS OF THE STRATEGIC OVERSIGHT GROUP

8. CONCLUSION

1. INTRODUCTION

This is the fifth Annual Report on the operation of the Multi Agency Public Protection Arrangements (MAPPA) in the Fife area. The report has been prepared to meet the requirement placed upon the Responsible Authorities by legislation to keep the arrangements under review and to publish an Annual Report.

The fundamental purpose of the MAPPA is public protection and the reduction of serious harm. The protection of children, adults at risk of harm and other members of the public is paramount. The MAPPA offer the potential for a co-ordinated approach to the management of people who commit sex offences.

Consistent with human rights legislation principles of necessity and proportionality, MAPPA are designed to manage the risk posed by sexual and certain violent offenders. They bring together the Police, Local Authorities, Scottish Prison Service and National Health Service Boards in Scotland into what are known within MAPPA as the Responsible Authorities.

Although the principal responsibility to protect the public from offenders that fall within the MAPPA remit lies with the Responsible Authorities, many other agencies play important roles in managing offenders in the community and it is through information sharing under a 'duty to co-operate' with the Responsible Authorities that a true understanding of offenders' behaviours can be ascertained.

The Scottish Government decided that MAPPA Annual Reports should be published by the Responsible Authorities and not by the Scottish Government who will, however, continue to publish a National Overview report and provide web links to each MAPPA Annual Report in Scotland.

The National Overview report¹ will contain national level information and statistics to show how MAPPA are working across Scotland. It is expected that local area reports will focus on how MAPPA are working locally as agreed by each area's Strategic Oversight Group (SOG).

Responsible Authorities

The primary role of each Responsible Authority in the MAPPA process is summarised as follows:

Scottish Prison Service (SPS) - The SPS is the Responsible Authority for offenders whilst they are in custody, or are the responsibility of the SPS e.g. during periods of home leave.

Local Authority - The responsibility for the joint arrangements within a local authority lies primarily with the Chief Social Work Officer, however, other local

¹ <http://www.scotland.gov.uk/Publications/Recent>

authority services, such as Education and Housing, also have key responsibilities in relation to this function.

The Police - The Police are responsible for the operation of the notification requirements and will normally be the Responsible Authority for those offenders subject to registration who are not subject to statutory supervision by the local authority. *In Fife currently they are also the responsible authority in relation to the High Risk Non-Registered offenders who are managed through MAPPAs and who are at liberty.*

Health (NHS) - The Health Service will normally be the primary Responsible Authority for mentally disordered restricted patients.

At present, MAPPAs in Scotland are utilised to co-ordinate the management of those offenders required to notify under the Sexual Offences Act, commonly referred to as Registered Sex Offenders, and those offenders deemed to be Restricted Patients under Mental Health legislation. Offenders eligible for MAPPAs are identified and relevant information is shared across those agencies involved, or those likely to have a contribution in their management. The nature and level of the risk of harm they pose is assessed and actions are raised within a risk management plan in order that those risks can be monitored and minimised to protect the public. The practical operation of MAPPAs is performed within structures at local authority level.

2. MAPPA ARRANGEMENTS IN FIFE

2.1 MANAGEMENT STRUCTURE

In Fife, the MAPPA Strategic Oversight Group is known as the Offender Management Group and comprises senior managers from the Responsible Authorities, the Chief Officer of Fife & Forth Valley Community Justice Authority (FFVCJA) and the MAPPA Co-ordinator. This group provides oversight of the MAPPA process and seeks to ensure that decisions are taken which increase the effectiveness of its delivery in Fife. It is chaired by the Head of Service, Criminal Justice and Children and Families Social Work Services, Fife Council and the Detective Chief Inspector, Public Protection Unit, Police Scotland, 'P' Division is the Vice Chair.

The MAPPA Steering Group in Fife is known as the High Risk Offender Operational Management Group and is composed of representatives of the Responsible Authorities and the MAPPA Co-ordinator. This Group provides operational supervision of the MAPPA within Fife. It is chaired by the Criminal Justice Social Work Service Manager.

2.2 THE OPERATION OF MAPPA IN FIFE

In the vast majority of cases, the offender will be managed under the ordinary arrangements applied by the agency or agencies with supervisory responsibility i.e. by Police alone, or jointly with Criminal Justice Social Work. In the case of a Restricted Patient, the NHS will be lead agency. This is referred to as MAPPA Level 1 management.

It is the case however, that at any given time the level of risk, or complexity of management of a number of offenders will require active multi-agency management. This is referred to as MAPPA Level 2 management and risk management plans will be formulated and monitored through Multi-Agency Public Protection meetings.

From time to time, cases arise that present such a high level of risk to the public, or where the level of resources required to effectively manage the offender in the community are substantially beyond the norm. These offenders are often referred to as "the critical few" and will be managed at MAPPA Level 3, this being the level at which senior representatives of the agencies involved will be actively involved in the formulation of risk management plans and tasking.

In Fife the seniority of each Panel member is determined by the MAPPA level at which each case is discussed. Some Panel members, e.g. the MAPPA Co-ordinator, attend meetings at all 3 levels.

Level 1 meetings are currently held in Fife as required and are routinely held either once or twice per month. The frequency of the meetings are decided by the number of cases to be considered, a maximum number (other than in exceptional circumstances) having been agreed as 20. In the period covered

by this report 29 Level 1 meetings were convened. The chair of these meetings is either a CJSW Team Manager or Detective Inspector of the Offender Management Unit. The Lead Officer, MAPPA Housing Liaison team is the alternative chair should it be required.

Level 2 meetings are currently held in Fife as required and are routinely held either once or twice per month. The frequency of the meetings are decided by the number of cases to be considered, a maximum number (other than in exceptional circumstances) having been agreed as 15. In the period covered by this report 24 Level 2 meetings were convened. The chair of these meetings is the Service Manager of Criminal Justice, Children and Families or Adult Services or Chief Inspector of Police Scotland 'P' Division.

In the case of a Level 3 MAPPP meeting, the Chair is currently either the Divisional Detective Superintendent, Public Protection Unit, Police Scotland, 'P' Division or Head of Service, Children and Families and Criminal Justice Social Work Service.

The risk management process via MAPPA is started following receipt of a MAPPA referral. Once received this allows initial MAPPA level allocation and progression to multi-agency risk management and information sharing via the MAPPA process. The MAPPA Co-ordinator makes an initial decision regarding which level of meeting the offender is discussed at.

Thereafter the initial and subsequent meetings determine at which MAPPA level an offender is discussed. The risk an individual poses is assessed and a risk management plan is devised to outline how agencies will manage the risks. The actions in the risk management plan will target the risk factors identified in the assessment.

For those prisoners subject to SONR (Sex Offender Notification Requirements) on release into the community, SPS will submit a notification (and referral where appropriate) to the MAPPA Co-ordinator. This will be done immediately after the annual ICM case conference preceding the prisoner's Parole Qualifying Date. A confirmed notification/referral will be sent to the MAPPA Co-ordinator immediately after the parole decision has been made. For those who are not granted parole, SPS will send the Co-ordinator a confirmed notification/referral at the point where the pre-release planning begins, which is a **minimum of three months** prior to the prisoner's earliest date of liberation (EDL).

When an offender is released from prison the management process in Fife includes a visit by Police Officers and, if subject to supervision on release, the supervising Social Worker on the day of release from prison. A member of the MAPPA Housing Liaison Team is also on hand if accommodation is required by the offender. Such visits highlight the offenders' responsibilities in terms of sex offender registration, licence conditions and any civil order that may have been imposed by the Court e.g. a Sexual Offences Prevention Order (SOPO). Prior to release from prison, the offender will have been subject to the Integrated Case Management (ICM) process which helps to

ensure that offenders who will be subject to MAPPA are more readily identified at the point of sentence.

For those prisoners subject to SONR, but not to statutory supervision by CJSW in the community (i.e. those serving sentences of less than six months or being released from a period of recall at their sentence expiry date), SPS, as the responsible authority for those in custody, should make a **notification** to the MAPPA Co-ordinator at the earliest opportunity given the limited time available. SPS are also required to notify the Police of the prisoner's impending release.

Whether on post-release licence or a community based disposal during any period of statutory supervision, there may be joint interviews conducted by the Police and Criminal Justice Social Work staff. This facilitates a joint risk assessment and also reinforces to the offender that agencies will work together and share information to manage risk and share information. It is agreed best practice that SA07 assessments are conducted jointly by Police and CJSW where they are involved.

The Children and Families Social Work Service will undertake a child protection assessment whenever a child victim or potential victim is identified.

Adults or Older People Social Work Services will undertake any necessary assessment in relation to concerns where adults may be at risk of harm.

It is also possible for the risks posed by the offender to continue to be managed within the principles of MAPPA, even when the notification requirements no longer apply but this must be with the agreement of all the local Responsible Authorities (see section 5). Such offenders do not fall within the definition to be recorded within annual reporting statistics.

In such cases it is necessary to set a review date for determining whether continued management through MAPPA is justified. The review date may be extended or shortened as a direct result of risk assessment and management action.

2.3 THE ROLE OF THE MAPPA CO-ORDINATOR

The MAPPA Co-ordinator is employed on behalf of all the Responsible Authorities and plays an essential role in the co-ordination, support and administration of the strategic and operational functions on behalf of the MAPPA in Fife.

The Co-ordinator's role is a dedicated function carried out on behalf of **all** the Responsible Authorities, accountable to those operating the joint arrangements, through the MAPPA Strategic Oversight Group. The post is designed to facilitate multi-agency risk management being focused on the right people in a timely and efficient manner with the aim of delivering robust and defensible management plans that address known indicators of serious harm to others.

It is important to note that the remit of the MAPPA Co-ordinator should not extend to responsibility for areas that fall within the remit and responsibility of individual agencies.

Systematic co-ordination of MAPPA functions is key to the effective delivery of public protection. The co-ordination role has a key part to play in ensuring that information sharing functions of MAPPA work effectively. The MAPPA Co-ordinator provides a single point of contact and advice on all aspects of MAPPA and ensures that the risk management plans and minutes from all relevant MAPPA meetings show clearly the status of each offender, the agencies delivering components of the plan, timescales, review arrangements and the point at which the offender exits the multi-agency risk management process.

In this way the MAPPA Co-ordinator obtains details of all offenders who pose a risk of serious harm to others and for whom a multi-agency risk management plan is necessary in order to manage that risk. The sharing of information relevant to the management of serious harm is co-ordinated with other agencies within MAPPA on the basis that the information will be held securely and used by appropriate personnel within those agencies for public protection purposes only.

2.4 RISK OF SERIOUS HARM

This risk is defined as: *“harmful behaviour which is life threatening and/or traumatic, from which the victim’s recovery, whether physical or psychological, can be expected to be difficult or impossible”*. The likelihood of this occurring is just as important as the fact that the offender has caused serious harm in the past. The offender must be regarded as having the potential to inflict such harm again. (Risk Management Authority 'Standards and Guidelines for Risk Assessment' 2006)

3. ROLE OF THE RESPONSIBLE AUTHORITIES AND DUTY TO CO-OPERATE AGENCIES

3.1 CRIMINAL JUSTICE SOCIAL WORK (CJSW)

The Criminal Justice Social Work Service (CJSW) is responsible for offenders subject to statutory supervision in the community. Working in partnership with the other Responsible Authorities in MAPPA and other Council services, a robust process of risk assessment and risk management is in place that contributes to minimising the risk presented by people who commit serious sexual offences.

Fife CJSW is a fully committed partner in the MAPPA process and has a dedicated Team Manager that co-ordinates the CJSW contribution to MAPPA meetings and ensures consistent feedback and risk management levels across the whole service. CJSW is also represented at each level of the strategic and operational oversight of the MAPPA process and contributes to policy development and the implementation of new procedures to enhance risk management and public protection.

CJSW in Fife continues to monitor and supervise high risk offenders under MAPPA. The principle of risk is based on resources following an assessed level of risk as agreed at the relevant MAPPA meeting. In order to assess and manage risk, CJSW use validated risk assessment tools. CJSW provides additional monitoring to individuals subject to statutory community supervision or post-custodial licences for sexual offences through a Monitoring and Supervision service which carries out unannounced home visits to high risk of harm offenders throughout Fife.

A high risk of harm offender will typically be required to engage in the following types of intervention and supervision, depending upon the current agreed levels of risk:

- Attendance at a therapeutic groupwork treatment programme (see below for further details about the treatment programme which is delivered by Fife CJSW);
- Attendance at supervision sessions on a regular basis with their nominated Supervising Officer;
- Unannounced home visits by CJSW staff or CJSW staff in conjunction with police colleagues;
- Participation in risk assessment by both CJSW and Police Offender Management Unit;
- Attendance at any other identified support agencies (such as drug/alcohol treatment and/or counselling, employment support services).

An integral part of CJSW risk management of MAPPA managed offenders also involves adding specific restrictions on to post-release Licences and community sentences. Restrictions can be far reaching and can include strategies such as:

- Restrictions on an offenders ability to travel to certain areas;
- Restrictions on visiting public places for example, libraries, leisure facilities, public parks;
- Restrictions with whom an offender can associate or develop relationships
- Restrictions on the use of information technology and/or photographic equipment.

Restrictions are individually assessed and applied for in relation to the specific risks posed by an offender in the community. Within the supervision of a MAPPA managed offender CJSW also focus on the development of a fulfilling and meaningful lifestyle for each offender. This approach is underpinned by research which shows that by integrating an offenders life goals into their rehabilitation there is a greater likelihood that they will desist from further offending (*Laws, R & Ward, T 2011, Desistance from Sex offending: Alternatives to Throwing Away the Keys*).

Treatment Programmes

People who commit offences of a sexual nature are required to engage in behavioural programmes aimed at addressing their abusive behaviour and developing effective and robust relapse prevention strategies. CJSW currently delivers the Community Sexual Offending Groupwork Programme (C-SOGP) which is delivered by accredited staff. Groupwork facilitators adapt treatment provision in line with risk levels and ensure that offenders can engage effectively in programme provision. The length of time that offenders are in treatment programmes is dependent on their individual risks and needs and can span up to three years. In addition Fife CJSW works in partnership with our CJA colleagues to ensure that those assessed as requiring group intervention can do so across local authority boundaries.

Additionally in Fife, the 'Staying Safe in the Community' programme is delivered. This programme is aimed at offenders who deny responsibility for their sexual offending. The programme addresses offenders' risk factors and supports them to develop their 'Future Life Plan'.

The above programmed work can be delivered on a 2:1 basis for offenders who, for a variety of reasons, are not suitable for a group type environment.

Within this reporting period there have been **35** offenders who have successfully completed a treatment programme or intervention and who will now have a robust relapse prevention plan.

Over recent times, Scottish Government has commissioned the development of a new model of Sex Offender Groupwork Treatment, which will be underpinned by the theory of the Good lives Model (GLM). The Good Lives Model helps people understand the relationship between an individual's life goals and offending, and how to achieve life goals and live a satisfying life without harming others.

New Developments Implemented in the last year

Within the last year CJSW has implemented and/or consolidated practice in the following areas:

- National Objectives and Standards for CJSW – which are designed to provide quality assurance of CJSW practice through detailed guidance on the management of offenders and were updated to reflect developing policy and research.
- Community Payback Orders (CPO) - The Scottish Government has changed the law on community based sentences in Scotland to make them tougher and more effective. The result of that change is the community payback order (CPO). The CPO enables courts to impose one or more of a range of requirements on the offender. These requirements are:
 - unpaid work or other activity requirement
 - offender supervision requirement
 - compensation requirement
 - programme requirement
 - mental health treatment requirement
 - drug treatment requirement
 - alcohol treatment requirement
 - residence requirement
 - conduct requirement.

In response to this new legislation, Fife CJSW has created Criminal Justice Area Teams, which manage these orders and deliver high quality public protection services.

- LSCMI – Risk assessment and case management tool which has been validated and adopted as the main tool for assessing the risk of offenders nationally. In addition Fife CJSW has implemented a policy that all offenders managed at Level 2 or 3 have a full Risk Management Plan developed through LSCMi.

3.2 POLICE

The Public Protection Unit within Fife Division has expanded recently to incorporate combined the functions of the Offender Management Unit, Child Protection, Child Abuse Investigations, Adult Protection, Divisional Rape Investigation Unit, Domestic Violence Investigation Unit, Domestic Abuse Liaison Officers and Youth Issues Team.

These co-located units of very specialised and high-risk business areas combined under the same roof emphasize Fife Division's commitment to Tackling Sexual Crime and Public Protection. This has greatly increased the sharing of information and knowledge between ourselves and our partner organisations. This is resulting in collective benefits for the needs of victims, offenders and their families who are receiving the support and intervention they require.

The continued review of offenders utilising MAPPA guidance has seen resources being focussing on those offenders who are deemed to pose the greatest risk. This has continued to focus resources on opportunities to enforce the notification requirements of the Sexual Offences Act 2003, test compliance and provide the evidence necessary for the application of civil orders i.e. Sexual Offences Prevention Orders (SOPOs), Risk Of Sexual Harm Orders (RoSHOs) and Anti Social Behaviour Orders (ASBOs).

P Division remains committed to working in close partnership with other Responsible Authorities and Duty to Cooperate agencies engaged in the management of offenders and the protection of children and vulnerable individuals. This year has seen several multi agency training events geared towards joint training of resources for those involved in the MAPPA at Divisional Headquarters in 2012 and 2013.

P Division continues to be the lead agency for the Keeping Children Safe - Community Sex Offender Disclosure scheme. The scheme has further strengthened existing child protection and offender management measures that Fife Division and our community and criminal justice partners have in place in Fife. The scheme enables parents, carers or guardians of children under 18 years old to make a formal request for the disclosure of information about individuals who have regular, unsupervised access to their children and who are perceived to pose a risk to the children. The scheme has been extremely well received in Fife, attracting regular numbers of applications each month. A small number of disclosures have been made in relation to these applications with prompt action being taken where a child or children were deemed to be at risk.

The next twelve months will see the functions of the Public Protection Unit within P Division of Police Scotland continue to develop new policies in line with Local and National objectives, with robust and proactive strategies adopted to minimise the risk of re-offending and the risk of harm posed by offenders.

3.3 NHS FIFE - RESTRICTED PATIENTS

Health boards are required to establish joint arrangements for the assessment and management of risk posed by [mentally disordered restricted patients](#). Restricted patients are managed under the Care Programme Approach and community risk is managed through MAPPA.

The Significant Risk Advisory Groups (SRAG) were a unique feature of risk management in Fife before MAPPA was introduced. These groups oversee and review clinical treatment and risk management of Restricted Patients and individuals who have a Learning Disability/Mental Health condition and who have either been convicted of an offence indicating a risk to the public, or have exhibited behaviour indicating that pro-active management is required. Following a review of the SRAG/MAPPA process, Fife currently has two SRAGs in operation which cover Adults with Learning Disability and/or Mental Disorder, and Younger People. The objectives of the SRAGs are:

- To evaluate, oversee and endorse risk assessments and risk management proposals in respect of the above groups of individuals, who pose a significant risk to the community or to themselves. Endorsement will be undertaken by Health, Social Work Services and Education members of the SRAG.
- To share information in a multi-agency forum about the level of harm posed by the individual and to identify the nature of this harm.
- To check that there is an appropriate multi-agency response to the individual's behaviour taking account of both public safety issues and the needs of the individual.
- To make recommendations about any action necessary, including contingencies as part of a risk management plan.
- To advise agencies/individual workers where individual care plans presented are deemed unsatisfactory and to refer back for appropriate amendment;
- To decide on the need to review the level of risk and the risk management plan in light of changes in circumstances or behaviour of the individual.
- To act as a point of expert resource for workers seeking guidance in the support and management of individuals causing serious concerns.

There will be occasions where individuals who are managed through one of the above SRAGs are also managed through MAPPA. The relationship between the SRAG and MAPPA can be complex however it is important to clarify the different role of both groups.

The SRAG exists to look at the care, support, public protection issues and risks in relation to an individual, whereas MAPPA exists to address issues related to public protection. The conduit for information exchange between MAPPA and the SRAGs is the MAPPA Co-ordinator.

The Forensic Community Mental Health Team (FCMHT) and the Forensic Learning Disability Service (FLDS) functions are to assess and provide care and treatment for mentally disordered offenders. Criteria for referral is for individuals who have mental illness or learning disability that have been detained, charged or convicted through the criminal justice service and those who pose a serious level of risk. The teams are multi-disciplinary consisting of Psychiatrist, Psychologist, Community Psychiatric or Learning Disability Nurses, Occupational Therapist, Admin and link closely with Adult Social Work. There is frequent liaison with Criminal Justice Social Work, Police and Court services.

In addition to the role of caring for Mentally Disordered Offenders (MDO) in the community, the FCMHT provides a court liaison service. This is a same day assessment of individuals who have presented in custody with concerns in relation to their mental health. If concerns are raised whilst in Police custody and the Force Forensic Physician (FFP) does not believe the individual is detainable at that time, or if the police have concerns then this is flagged on standard police report and the Procurator Fiscal (PF) will refer to the team the morning of court appearance. A member of the team will assess the individual and advise appropriate action if further assessment or inpatient care is required. This provides appropriate care for individuals who are experiencing serious mental health problems and reduces remands.

The Forensic Service Lead or representative is actively involved in the MAPPA process. As health representative within the group, liaises with all areas within NHS Fife where relevant in relation to sex offender; ensures effective communication and processes are in place; and co-ordinates the information required for MAPPA in relation to restricted patients.

Forensic Psychiatry and Psychology offer consultation and advice within the MAPPA process, ongoing discussions take place in relation to resources available for supporting this process.

The Clinical Psychologist within the Forensic Community Mental Health Team (FCMHT) currently provides 15 hours per week to support the FCMHT. From within this workload the psychologist supports the MAPPA process by providing consultation where appropriate. Psychology attendance at Level 2 meetings has taken place but without additional resources this will be unsustainable.

Future developments:

NHS Fife is developing a Low Secure facility which is due to open in May 2013. The unit will accommodate patients with challenging and complex mental health needs that cannot be managed within general mental health

settings. The unit provides environmental, relational and procedural security. The patient group are those who require all three areas of security to ensure their own safety as well as that of staff and public. Patients will be referred via general mental health services, step down from medium or high security hospitals or transferred from prison for treatment.

Assessment, treatment and risk management are paramount, providing meaningful activities and structured to daily lives. The multi-disciplinary team will consist of Consultant Forensic Psychiatrist, Nursing, Clinical Psychologist, Occupational Therapist, Admin with input from Music Therapist, Physiotherapist and Fitness Co-ordinator.

All new admission restricted patients will initially be managed within low secure inpatient setting. Those individuals shall move on to community with follow up from the Forensic Community Mental Health Team when Conditional Discharge is eventually granted. The additional low secure facility should not have a great impact on numbers of individuals referred to MAPPA.

3.4. LOCAL AUTHORITY - HOUSING & NEIGHBOURHOOD SERVICES

This service remains the main provider of permanent housing stock and housing services within Fife Council area. The Housing Service of Fife Council manages temporary accommodation. When considering the provision of housing, the needs of the offender must be balanced with the protection of the local community. The prime consideration when assessing the suitability of accommodation for offenders remains the safety of the community. Whenever the housing of offenders is being considered, the sensitivities surrounding previous and current victims are taken into account in order to attempt to avoid victim and offender being housed in the same or adjacent vicinity and when requesting appropriate restrictions on their movements as part of a licence or civil order.

Part of the routine business to assess the potential vulnerability of neighbouring residents is an environmental check of the area for children's play areas, nurseries, schools etc, and accessibility for police and supervision agencies. A comprehensive profile of the address and neighbourhood is then considered against the offender's own offending profile. Systems are set up to ensure as far as possible that vulnerable people are not temporarily housed close to an offender.

Housing, as a Fife Council Service, forms part of the Council's role as a Responsible Authority and therefore remains a permanent partner in the Fife MAPPA. It is vital in providing key resources and often furnishes other agencies with important information to assist the assessment and management of an offender's risk. The provision of stable and suitable accommodation has been shown to be a key factor in reducing the risk of re-offending.

The MAPPA/Housing Liaison Team has responsibility for the delivery of housing advice and support to managed offenders living in or requesting to stay Fife who are subject to the MAPPA process. This is done in line with the NASSO (National Accommodation Strategy for Sex Offenders) guidance published by the Scottish Government.

The team consists of 9 staff:

- 1 Lead Officer
- 3 Managed Offender Advisors
- 4 Tenancy Support Officers
- 1 Administrative Assistant

The team also have responsibility for the delivery of housing support within temporary accommodation and ensure progress from temporary to permanent accommodation. This includes identification of suitable accommodation, whether a Fife Council tenancy or through a Registered Social Landlord.

The Housing team are core members of MAPPA and they also have representatives on the Adult and Young Persons SRAGs and also works

closely with Specific Needs Housing, Social Work Services, including Adult Services and Forensic Services, and the National Health Service.

Referrals are made to the team from the Scottish Prison Service, Criminal Justice Social Work and Police as well as self-referrals from offenders who are in need of Housing Advice and Support. This can range from being Homeless on release from Prison to advice on having to relocate due to community concerns. Delivery of housing advice within the Scottish Prison Service regardless of tenancy type or location is also part of the team's remit. This currently involves weekly Housing Advice surgeries within HMPs Edinburgh, Perth and Glenochil which continue to be a key part of the team's work and has seen Housing Advice and Assistance provided to over 400 prisoners within the 3 establishments.

Over the last year the MAPPA Housing Team have been involved in a number of new and ongoing initiatives in conjunction with partner agencies to improve or update processes.

- In Fife we are environmentally scanning all RSO properties not just Level 2 and 3 offenders as per the NASSO guidance. To ensure this is done in a structured way we have agreed a Service Level Agreement (SLA) between Housing, Education, Social Work Criminal Justice, NHS and Offender Management Unit (Police Scotland) that includes the level of information provided, priorities and agreed timescales. The main goal of the SLA is to obtain mutual agreement from all parties as to the suitability of accommodation in which offenders reside. The SLA will be reviewed on an annual basis.
- In conjunction with Fife and Forth Valley Community Justice Authority (FFVCJA) partners we have reviewed the Inter Authority Housing Protocol for Housing Sex Offenders and agreed it is still fit for purpose and will stay in place until May 2015.
- The MAPPA Housing Team have also been in discussions with the Scottish Prison Service (SPS) and Fife Criminal Justice Service to look at the possibility of a furnished flat being available for offenders from Castle Huntly Open Estate Prison to access whilst on home leave. Discussions are ongoing to resolve the issue of providing funding for the rent of the property.
- A homeless hostel and a temporary accommodation flat has been used to facilitate periods of Home Leave for an RSO who is managed as MAPPA Level 3

The MAPPA Housing Team continue to provide Housing Advice surgeries within Edinburgh, Glenochil and Perth Prisons on a weekly basis and in Polmont and Cornton Vale on an ad-hoc basis this has resulted in over 400 prisoners being seen, between April 2012 & March 2013, and Housing Advice given.

Housing has reviewed the availability of accommodation throughout Fife and do not consider that any area is at saturation point in terms of housing offenders. The main areas of Glenrothes, Kirkcaldy, Dunfermline and Levenmouth are the areas with the majority of the council's accommodation, both temporary and permanent, and where properties turn over quicker. These are also the areas that are mostly requested by offenders. Although North East Fife has a large number of temporary accommodations, turnover is much less than in the other areas listed above. However, if accommodation in that area is required for any reason then this is usually considered to be made available to offenders.

4. RECENT DEVELOPMENTS

Environmental scanning in Fife ensures that all properties where Managed Offenders reside or plan to reside (including dual registered addresses) are scanned and checked on a minimum of an annual basis.

The agencies contributing to the scan are Housing, Police, CJSW and Education and scans are completed wherever possible prior to an Managed Offender being resident wherever possible.

For some short notice prison releases and other cases scans are commenced as soon as the address is identified and completed within 10 days.

The completed scan are then included in the papers for each MAPPA meeting. As a result only a small number of Managed Offenders have needed to be re-housed because their accommodation is not suitable. Fife continues to be at the forefront of this work in Scotland.

The issue of environmental scanning was highlighted within a number of Significant Case Reviews outwith Fife and it is hoped that the work carried out within Fife may be adopted nationwide to try and address this issue.

Fife's approach includes parameters in terms of the breadth of the scan, risk priority within the scanned area and the frequency of scan refreshment which at the moment is roughly once a year in current accommodation or whenever the offender is considered for a move outwith the previously scanned area.

A review of the Environmental Scan process is now complete. A Service Level Agreement has been created and this was submitted to the High Risk Offender Operational Management Meeting on 13th March 2013. The SLA has been signed off by all agencies.

Fife Offender Management Group (Strategic Oversight Group) introduced a Multi-agency strategic risk register to identify the strategic risks to Fife MAPPA and the key controls in place to reduce these risks.

The risk register is kept updated to reflect the current risks and has been used throughout the past year to monitor any risks in relation to the creation of a single Police service. The risk register is reviewed by the Offender Management Group on a quarterly basis.

Through the HROOM (MAPPA Steering Group) and OMG, reports and recommendations from Significant Case Reviews undertaken across Scotland are reviewed. The recommendations are compared against local processes in place in Fife and where any shortfalls are identified, action plans are created to take these forward. In doing this Fife MAPPA are frequently reviewing their processes and procedures to ensure they are up to date and fit for purpose.

The Lead Officer for Offender Management produced a Governance document for conducting SCR's across Adult Protection, Child Protection and Offender Management in Fife. This document is intended to strengthen Chief Officer leadership and accountability across one of the most significant areas of risk for each of the public services. It highlights the role of the Chief Officers Public Safety Group and provides information in relation to dissemination, publication and media.

During 2012 the Fife MAPPA Offender Management Group Working Arrangements and Business Plan was created. The Working Arrangements document provides an overview of the role of the group and includes details of its aims and objectives, membership, sub groups and administrative functions. The Business Plan was created in order to manage the delivery of its core functions and to ensure that the Multi Agency Public Protection Arrangements within the Fife area of the Fife and Forth Valley Community Justice Authority remain fit for purpose and follow an ethos of continuous improvement. Fife MAPPA protocols are now stored in one single location on Fife Direct so that all agencies involved in the MAPPA process can access the documents as and when required.

On Thursday 7th March 2012 a multi-agency training event was held at the then Fife Police Headquarters at Glenrothes. Detective Constable Gavin Templeton from the E-Crime Unit provided inputs on mobile phones, internet footprint and social media to practitioners from Criminal Justice Social Work, Housing and NHS whose job involves working with sex offenders.

5 FIFE CIRCLES OF SUPPORT & ACCOUNTABILITY PILOT

As noted in last year's report, Sacro Circles of Support and Accountability (Fife) were successfully running two Circles which had exceeded the midway point.

In relation to these Circles, the Core Members have been supported and held accountable by the trained community volunteers. Sacro staff and volunteers continue to share information with the statutory agencies to maximise public protection and management of risk. Both Circles have now moved into Phase 2 - the "informal Circle".

The Informal Circle offers on-going maintenance for the Core Member and support can be accessed when required. The key purpose of this Circle is to promote independence. The Informal Circle meets monthly or less frequently depending on the assessed risk and support needs of the Core Member.

Two further Sacro Circles (Fife) were created in autumn 2012. Fife Criminal Justice Service referred two Core Members and the Sacro Circles of Support and Accountability Coordinator assessed these as suitable for the service.

In order to secure quality volunteers the Sacro CoSA (Fife) Coordinator implemented a volunteer recruitment and training programme, successfully recruiting quality volunteers to support and hold accountable two further Core Members. Sacro Circles of Support and Accountability (Fife) is currently supporting four Circles, two in Phase 1 and two Informal Circles.

The Sacro Circles of Support and Accountability (Fife) service continues to send regular summaries of Circle meetings relating to all four Core Members to the relevant Supervising Officer, Fife Council Criminal Justice Service who in turn updates and informs the Police Assessor and MAPPA. Should a Core Member complete their period of statutory supervision, feedback from the Circle will be directed to the Police Assessor allocated to the case.

The Sacro Circles of Support and Accountability (Fife) Co-ordinator chairs three monthly Circle reviews inviting the statutory and voluntary agencies involved to attend ensuring continuous information sharing and multi-agency working.

The Sacro Circles of Support and Accountability (Fife) have continued to meet their obligation to support the risk management planning for all four Core Members. Core members' attendance at Circle meetings is extremely high and during this review period there have been no reported incidents of reoffending by any of the four Core Members.

Sacro Circles of Support and Accountability (Fife) recognises the contribution of its volunteers and its requirement to ensure they are offered support, training and development opportunities whilst ensuring their wellbeing at all times.

EVALUATION

Sacro has commissioned an evaluation of the Sacro Circles of Support and Accountability (Fife) service and this is currently being undertaken by The Scottish Centre for Crime and Research. In short, the aims of the research are to:

1. Summarise the relevant literature on CoSA,
2. Detail the background to the development of Sacro's Circles in Fife,
3. Document the operation of the Circles, and
4. Explain the contribution that the Fife Circles have made to the management of certain targeted offenders from a public protection perspective.

The fieldwork for this research has nearly been completed and the final evaluation report is expected in the autumn of 2013.

FEEDBACK FROM VOLUNTEERS, CORE MEMBERS AND STAKEHOLDERS

The following are comments made by some of those involved with Fife Circles of Support and Accountability and add a human perspective to how Sacro Circles of Support and Accountability (Fife) supports public protection:

"I am motivated to attend the Circle because I feel it may assist in reducing the isolation and loneliness for the core member. There have been a few occasions when it was important to challenge the core member's thoughts or thinking process when he disclosed something that might put him or the public at risk. However, I feel the majority of the time the circle provides an opportunity for the core member to build on his self- esteem and confidence. Additionally I have enjoyed being a member of this small group as I feel we have bonded in a positive manner and it is a comfortable circle to discuss positive and negative view points and personal experiences with each other".

(Circle Volunteer)

"What I've got from Circles is more confidence, people to talk about my problems. They've helped me take my licence conditions more seriously and to be more aware of risky situations and how to avoid them. That there are reasons for people to like me and want to be around me and that I can reintegrate back into society. I really appreciate and highly value what Circles has done for me" **(Core Member)**

"From my perspective and experience of Circles, in terms of public protection I think a Circle can be very supportive - the Circle can provide a setting in which a client is sometimes more likely to discuss openly and honestly issues which may pertain to public protection and which can then be relayed back to the Supervising Officer as appropriate for action. In terms of providing support for the core member, I think a Circle can be invaluable not only in terms of offering emotional/practical advice to the client but also with regard to community reintegration". **(Supervising Officer to current Core member)**

“I would wish to express, on behalf of the Scottish Quaker Community, support for the work being done, under Sacro leadership, in Fife to form and develop Circles and to prepare for the emergence of further Circles elsewhere. Circles of Support and Accountability accords deeply with our belief that no-one is irredeemable, that all are open to change of behaviour. We believe Circles of Support and Accountability are proving everywhere to be a key element in the range of responses to sex offending and in the interests of both turning lives around and public protection we would wish to see the use of Circles widened in Scotland”. **(Quaker representative)**

6. CORE STATISTICS/ OUTCOMES

The following table displays the numbers of Registered Sex Offenders and Restricted Patients managed in the Fife area as at 31 March during the past 4 reporting years:

PERIOD OVERVIEW – Management of Offenders in Fife			
Reporting Period	RSOs	NRSOs*	Restricted Patients
1 April 2009 to 31 March 2010	276	112	9
1 April 2010 to 31 March 2011	306	34	10
1 April 2011 to 31 March 2012	325	12	10
1 April 2012 to 31 March 2013	345	11	10

*Non Registered Sex Offenders = these are convicted sex offenders who are deemed to pose a high risk but are no longer required to register under the legislation as a sex offender and/or are assessed to be Non-Registered Persons representing a High Risk to the Public

The MAPPA levels at which offenders are managed during a 12 month period can both increase and reduce. Those in custody are generally managed at Level 1 as they are in the care of a single agency i.e. the Scottish Prison Service.

The following are notable snapshots of statistical outcomes throughout this reporting year:

- The number of Registered Sex Offenders in Fife (in the community, prison and hospital) is steadily increasing. At the end of March 2013 the number was 345, 20 more (+6%) than the same month last year.
- In contrast the number of Non-Registered Persons Representing a High Risk to the Public has remained relatively consistent at a low number since August 2011. In March 2013 the number was 11, 1 fewer than the same month last year. Reductions in NRSO numbers is due to changes in business processes (rigorous application of MAPPA guidance), whereas the increase in RSOs is due to actual crime and proactive policing.
- A total of 647 files have been processed by MAPPA this year (to end of March 2013), 32 more files than last year. The reducing trend recorded last year was due to the reduction in the number of NRSOs. As this trend has now bottomed out the number of MAPPA files processed per year is likely to increase in line with the increasing number of RSOs.
- The number of MAPPA Level 1 reports has been reducing over the last 3 years, whilst the number of MAPPA Level 2 reports has increased compared to last year. The reduction in Level 1 cases has been explained by the large reduction in unregistered offenders, who were previously managed at Level 1. The increase in Level 2 cases is in

part due to the increased number of registered offenders but also the risk these newly registered offenders pose (i.e. the higher the risk, the greater frequency of meetings). A further crucial reason is that MAPPA Guidance 2012 states that every Level 2 case should be discussed at least every 12 weeks, no matter what their risk grading and this has accounted for a significant increase in the number of Medium risk cases being discussed at Level 2 (previously these cases would have been discussed every 6 months rather than every 12 weeks).

- 278 managed offenders are being managed in the community-just under half of these are MAPPA Level 1 Low; 102 (37%) are MAPPA Level 1 Medium; and 40 (14%) are MAPPA Level 2.
- This would indicate that the current inter-agency working and co-operation has led to our ability to manage a high number of offenders at the lowest possible level without impacting upon public safety.
- Robust public protection is a priority for CJSW, therefore significant resources are targeted at the effective risk management of sexual offenders who are subject to community disposals or post-release Throughcare licences.
- As at 31 March 2013 there were 174 Managed Offenders on statutory supervision or in custody who would be released on a statutory licence.
- Only two offenders have been managed at Level 3 during this reporting period. As at 31 March 2013 both were in custody, one subject to an OLR and the other a Life Sentence prisoner.

7. FUTURE INTENTIONS OF THE STRATEGIC OVERSIGHT GROUP

A new quarterly Performance Report will replace the Core Data Set Report which was previously provided to the Offender Management Group on a six monthly basis. The Performance Report will contain key performance indicators and data relating to the individual agencies involved in the MAPPA process with the focus being on outcome activities. The report will contain a summary of findings, outcomes and recommendations which will highlight any significant areas of change, areas of concern or good work noted during the 3 month reporting period. The purpose of this report is assist the Offender Management Group in fulfilling their function in monitoring the operation of MAPPA in Fife so they can make changes to improve effectiveness where required.

A multi-agency case file audit is planned for 2013. The audit will focus on the operation of Fife Mappa.

A SASPI (Scottish Accord on the Sharing of Personal Information) Information Sharing Protocol is being developed to support the regular sharing of personal information between agencies involved in Fife Multi-Agency Public Protection Arrangements.

8. CONCLUSION

During this reporting period there has been a consistently professional approach to the intensive work carried out to maintain the high standard of risk management and supervision of people who commit sexual offences and other potentially dangerous persons. Such commitment has been provided against a backdrop of an increasing number of RSOs and competing demands upon resources.

Over the coming year in Fife it is expected that there will be a continued commitment from the Responsible Authorities and Duty to Co-operate Agencies to further develop and continue to provide robust risk assessment and risk management using the well-established MAPPA in Fife.

With the impending release of an offender who has been managed at Level 3 during periods of Home Leave and will continue to be managed at that Level the inter-agency working and communication of all agencies will be utilised to its fullest potential.

The work involved will require to be carried out in an environment where there is likely to be even stricter controls and all agencies will need to be even more mindful of such controls and find ways to achieve more with less.

Fife continues to be rightly proud of its ongoing work in the arena of effective public protection for children and adults at risk of harm in Fife.

It is essential that the Responsible Authorities and Duty to Co-operate Agencies ensure that their focus remains on such issues in the interests of the citizens of Fife and that the consistently high standard of public protection is maintained.

***MAPPA Co-ordinator for Fife
Fife & Forth Valley Community Justice Authority***