

# Multi Agency Public Protection Arrangements



## MAPPA in Forth Valley



## Annual Report 2012 - 2013





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## Foreword



*Kathy McCarroll, Falkirk Council  
Chair of the MAPPA Strategic Oversight Group*

On behalf of the responsible authorities and duty to cooperate agencies across Forth Valley, I am pleased to present our Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2012-13.

It has been a year of change at both national and local level. At national level we now have a single police force for the whole of Scotland. The police are core strategic and operational partners in MAPPA and there has been keen interest in how Police Scotland will use this opportunity to take an overview of partnership arrangements in different parts of Scotland to identify and promote good practice.

At local level the introduction of the new police force meant a

change of role for our previous Chair. Acting ACC Allan Moffat stepped down as Chair at the end of March. His contribution and commitment to MAPPA and the Strategic Oversight Group were much appreciated by local partners and peers at national level.

One of the local changes championed by Allan was to re-structure the operational planning groups under the Strategic Oversight Group.

In order to progress strategic priorities and allow communities of interest within MAPPA to focus on their area of expertise, the decision was taken to create four subgroups.

There is a report from each of these groups which provides insight into their key achievements over the last year and their plans for 2013-14.

Planning by our groups and operational practice by our staff are first and foremost about effective public protection practice.

Two Forth Valley offenders out of 202 committed a further serious sexual or Violent offence in 2012-13. This is the same low figure as last year and is a tribute to the efforts of all of the staff concerned.

I hope you find this report about MAPPA in Forth Valley both interesting and informative.



## What is MAPPA?

MAPPAs are Multi Agency Public Protection Arrangements. The purpose of MAPPA 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 public protection partnership between these bodies is also extended to other agencies which have a 'duty to cooperate.' agencies including Criminal Justice support services and registered social landlords.

When the legislation came into force in 2007 the first group of offenders to be included were registered sex offenders. The second year saw the inclusion of restricted patients. Plans to bring serious violent offenders under MAPPA have not yet concluded.

### Key tasks of MAPPA

- Identify offenders who meet the criteria for MAPPA
- Share relevant information about them
- Assess the nature and extent of the risks they present
- Find ways to manage those risks effectively
- Seek to prevent repeat victimization and to protect the public by reducing the risk of reoffending

- Demonstrate efficient and effective partnership

### What MAPPA looks like in practice

When an offender meets the statutory definition of a MAPPA offender, a notification about them is sent to the MAPPA Coordinator. The Coordinator arranges a meeting to bring together all of the relevant information that partner agencies hold about an offender. This enables development of a risk assessment and agreement on the MAPPA management level required to address identified risks.



**Level 1** is the level that most offenders are managed at. It is the lowest level and usually means that there are fewer concerns or complexities which require close communication and coordination from the outset.

It can also mean that supervision by social workers has ended and only the police have an ongoing involvement.

If a restricted patient is still living in hospital they are likely to be managed at Level 1 because of the nursing support and supervision constantly on hand.

In Level 1 cases the lead responsible authority will continue to communicate with partner agencies to follow up specific concerns or to check whether an agency has a record of recent contact with the offender.

**Level 2** means that the offender presents complexities, concerns or compliance issues which require close communication and cooperation between agencies to manage the associated risks.

All of the responsible authorities concerned in the management of the offender must meet regularly to reassess the risks posed by the offender and to keep the risk management arrangements under review. In between meetings each of the agencies will complete their assigned tasks in the risk management plan and keep each other informed of any significant developments which may signal reducing or increasing risk.

**Level 3** is reserved for the “critical few.” There are very few such offenders in Scotland. Offenders managed at this level generally present the highest risks and agencies therefore have to commit additional resources to manage these risks and protect the community.

Sometimes offenders at Level 3 are well-known in the community or their offences have attracted a high level of media coverage. In these circumstances it may be necessary to put special measures in place to ensure that the offender will not be exposed to unmanageable risk both in custody and in the community.

In some cases it may be necessary to apply to Scottish Government to fund an Intensive Support Package. These measures typically involve 24-hour monitoring to maximize public safety.



## **Risk Assessment and Victim Safety**

Risk assessment and management are the two essential elements of MAPPA. Professionals are trained in the use of accredited risk assessment tools to assist with formulating an evidence-based risk assessment.

MAPPA partners then decide what should be done to address specific risks and what contingency arrangements should be in place if risks increase or a crisis occurs.

If there are risks to known individuals MAPPA partners must also ensure that all reasonable steps have been taken to prevent the offender perpetrating another offence against them.

Careful consideration is also given to their support needs as victims. This is where partnership working with child and adult protection colleagues can be vital.

## **Risk Management**

Risk management plans are typically a mixture of external controls or constraints, and supports to help the offender address the attitudes and behaviour which contributed to their offending.

External controls can include conditions they have to obey to avoid arrest or return to prison; exclusion zones or electronic monitoring

If the offender is subject to social work supervision they will be expected to engage in offence focused work. This can be as part of a group and we describe this in more detail in a later section of the report.

Risk management can have positive elements. An offender may be highly motivated to work with professionals to avoid further offending. Partners can ask for assistance from employability, housing, health or support services to help offenders overcome problems and reduce their risk.

## **Exiting from MAPPA**

Registered sex offenders remain subject to MAPPA for as long as their registration requirements last. If registration was imposed for the life-time of an offender a review is held at intervals to see whether this is still necessary for public protection.

Mentally disordered offenders who are restricted patients remain the concern of MAPPA for as long as the restriction part of their mental health measures is in place.

When a case is closed a report called the Offender Journey is produced. This allows some analysis of what impact MAPPA has had in relation to both public protection outcomes and personal progress for the offender.





## MAPPA in Forth Valley

Forth Valley is coterminous with the areas covered by both NHS Forth Valley and the Forth Valley Division of Police Service of Scotland. The area comprises three local authorities – Clackmannanshire, Falkirk and Stirling.

The population of Forth Valley is in the region of 300,000. The area is geographically diverse, from large urban conurbations like Falkirk to rural populations in north Stirlingshire.

The number of registered sex offenders living in the community in Forth Valley is 202, which equates to 68 offenders per 100,000 of the population. Statistical data relating to the breakdown of this population can be found in Annex 1 of this report.

There is a schedule of 4-weekly Level 2 meetings in each of the three local authority areas. Standing members from the police, criminal justice social work, child care, health and housing attend these meetings to review the risk assessment and current risk management arrangements for the offender. Prison-based colleagues from the prison service, psychology and social work attend meetings if the offender is in custody and if they have a core contribution to make to the risk assessment and risk management plan for high risk offenders.

Restricted patients who are currently in-patients have varying degrees of time in the community.

There are MAPPA meetings between health staff and other MAPPA partners, the police in particular, when increased access to the community is being considered.

The care and treatment plan and the MAPPA risk management plan are communicated to Scottish Government. This pattern of involvement by MAPPA partners when a restricted patient gains more access to the community continues until the decision is taken that the restricted status is no longer necessary for public protection.





## MAPPA in Action

Partnership working is at the heart of risk assessment and risk management in MAPPA. Depending on the level of concern about the risks posed by an offender, a

number of different partner agencies will collaborate on assessment and coordinate risk management activity. For offenders

who have been assessed as posing a high risk of harm the risk management measures are integrated in a risk management plan which has these elements:

### **Scottish Prison Service**

Groupwork programmes  
Risk assessments  
Integrated case mgt

### **Police**

Home visits  
Intelligence gathering  
Phone / computer checks

### **Housing**

Address profiling  
Housing support  
Emergency accommodation

## **RISK MANAGEMENT IN ACTION**

### **Health**

Forensic assessment  
Treatment  
Consultancy

### **Criminal Justice Social Work**

Offence-focused 1-1 work  
Groupwork programmes  
Access to support services

### **Child Care**

Child protection  
Supervised access  
Victim safety and support





## Groupwork Programmes for Offenders in Custody and in the Community

### **The developments within HMP Glenochil with regard to treatment programmes for Sex Offenders :**

In June 2012 HMP Glenochil began facilitating the Good Lives programme which was based on Rockwood Psychological Services, Canada and the HMPS Rolling Programme. Further developed by SPS and introduced in July 2010.

The overall aim of the Good Lives (SO) Programme is the reduction in sexual re-offending in those completing the programme. This is achieved through the participants completing certain modules and achieving specific treatment targets in line with the Stable 2007 dynamic risk factors (Hanson et al, 2007). These are as undernoted:

Significant social influences	Social Support Module
Capacity for relationship stability	Relationship Skills Module
Emotional identification with children	Relationship & Thinking Styles
Hostility towards women	Relationship & Thinking Styles
General social rejection/loneliness	Relationship Skills Module
Lack of concern for others	Relationship & Thinking Styles
Impulsive acts	Self-Management Module
Poor cognitive problem solving skills	Self-Management Module
Negative emotionality/hostility	Self-Management/Thinking
Sexual preoccupation	Healthy Sexual Functioning
Sex as coping	HSF & Self-Management
Deviant sexual interests	HSF
Cooperation with supervision	Managing the Future module

The programme is designed to be delivered in a group format as it allows more opportunities for participants to have their needs met and is the preferred method for the treatment of sexual offenders (Jenners and Sawyer, 2003) given the opportunity for vicarious learning afforded by group interactions and dynamics. To increase responsivity to individual treatment needs, the programme is delivered on a rolling basis. This allows participants to complete only those modules that are relevant to their needs rather than completing all modules.

A significant increase in Psychology and SPS Programme staff has been made at HMP Glenochil within the last 12 months and there are currently 3 rolling Good Lives groups facilitating 24 spaces. As well as facilitating three group sessions per week the treatment teams provide significant 2:1 support for participants. Locally HMP Glenochil is targeted with delivering 36 Good Lives interventions in the current KPI year.

HMP Edinburgh also delivers the Good Lives programme with participants selected nationally. In total between the 2 delivering establishments there are 5 groups rolling which offers 40 offenders access to the programme at any one time. There is currently in excess of 200 offenders awaiting access to the programme, however not all of these are motivated to participate due to varying factors i.e. appellant, denial, sequencing etc. It should also be noted that where an offender has significant treatment needs identified it may not be possible to target these all during one period on the programme and therefore an offender may require to roll on to the programme several times.

Feedback received from participants that have rolled off the programme has been very encouraging. In particular that the programme is highly responsive to the needs of the individual and facilitators allow the group time to explore their issues fully in the group setting in a therapeutic manner. This positive message is being fed back at a peer group level.

#### **Delivery of groupwork programmes in the community :**

Plans are now well-advanced for the introduction of the community-based version of Good Lives – Moving Forward: Making Changes.

This is an eagerly awaited alternative to the current Community Sex Offenders Groupwork Programme. The new programme has a number of benefits:

- It is designed to allow an offender to begin the programme in prison and complete it in the community
- This creates an opportunity for increased access to treatment for short sentence prisoners
- A same approach in development in community forensic mental health services
- Improved utilisation of resources in training and delivery for sex offender treatment programmes
- The programme is flexible in terms of entry/re-entry – allows for quicker access to the programme.
- Avoids high attrition rates – one person rolls on as one rolls off
- It will be available to a offenders who are currently excluded from groupwork intervention
- As well as criminal justice social workers the programme will be delivered by forensic mental health nurses and this will close a gap for mentally disordered offenders in hospital and in the community.



## SACRO Circles of Support and Accountability

Circles of Support and Accountability (COSA) is a model of intervention that assists in the monitoring and community re-integration of certain high risk sexual offenders. Circles provide an additional service designed to complement the robust, formal risk management and or statutory supervision of offenders.

A “Circle of Support and Accountability” is a trained group of volunteers from the local community which forms a Circle around an offender who is socially isolated, committed a sexual offence and deemed high risk of further offending. The offender is referred to as “the Core Member”.

The Circle aims to provide a supportive social network that encourages the core member to engage in structured activity and adopt a pro-social lifestyle.

Circle members are able to confront the core member about any attitudes or behaviour felt to be of concern and could lead to further offending. Accountability through constructive challenge is an essential element of the COSA meetings.

The first Circle of Support and Accountability in Forth Valley is about to begin. This is welcome addition to our range of interventions for MAPPA offenders.

**Offenders who desist are more likely to maintain an offence free life if communities acknowledge and reward the change through inclusion.**

*Maruna and McNeill (2007)*





## Police Reform and MAPPA

Reform of the Scottish Police Service commenced on 1<sup>st</sup> April, 2013. This effectively consolidated the previous eight police forces into the Police Service of Scotland operating across fourteen divisions in Scotland. Forth Valley is served by Forth Valley Division under the command of Chief Superintendent David Flynn.

The transition to one police force will be a progressive process resulting in improvements in police public service through increased capacity, resilience and consistency of process nationally.

Areas of best practice have been identified and adopted as national process. This saw the emergence of dedicated specialised units to manage investigations into such as sexual crime and domestic violence.

The police service will continue to be an integral contributor to the MAPPA. The changes in structure have not impacted upon partnership arrangements and conversely this provides an opportunity to identify optimum working practices whilst taking cognisance of regional variance.

Changes within the structure of the police service will enhance efficiency and improve the safety and wellbeing of people, places and communities in Scotland. The focus of the Police Service of Scotland is on Keeping People Safe which is at the heart of everything they do and fundamentally this too is the focus of MAPPA.





## Strategic Oversight Group and Subgroups

Strategic Oversight Group and Subgroups		
	Key Achievements	Plans for 2013-14
<p><b>Strategic Oversight Group</b></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"> <li>• Stronger Governance Framework</li> <li>• Multi-agency Development Events as vehicle for benchmarking and improvement</li> <li>• Forging of closer links with other protection partnerships.</li> </ul>	<ul style="list-style-type: none"> <li>• Adult Protection and Domestic Abuse focus of closer links</li> <li>• To oversee and support the shared learning arising from initial case reviews or joint audits</li> <li>• OLR and Violent Offender planning</li> </ul>
<p><b>Accommodation Subgroup</b></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"> <li>• Ongoing review of local operational practice in the Forth Valley Area to take account of any lessons to be learned from any Significant Case Review Reports</li> <li>• Address Profiling</li> <li>• Reverse Profiling</li> <li>• ISP's (Information Sharing Protocol) with Registered Social Landlords (RSL)</li> </ul>	<ul style="list-style-type: none"> <li>• Up-date and ratify Fife and Forth Valley Inter-Authority protocol for the transfer of MAPPA Offenders</li> <li>• Development of Community Unrest tiered response procedure</li> <li>• Address profiling guidance and support for staff</li> </ul>

	Key Achievements	Plans for 2013-14
<p><b>Practice Standards Subgroup</b></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"> <li>• Improvements to the MAPPA minute template</li> <li>• Development of the Offender Journey report to identify positive offender outcomes</li> <li>• Commissioning and designing leaflets for the public and for offenders about MAPPA</li> </ul>	<ul style="list-style-type: none"> <li>• Oversee the first joint child protection and MAPPA audit in summer of 2013</li> <li>• Continued benchmarking of Forth Valley practice with practice in other MAPPA areas</li> <li>• Operationalising Standards and Guidelines for Risk Management</li> </ul>
<p><b>Health Subgroup</b></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"> <li>• Development of prototype on-line learning module for health staff</li> <li>• Major review of health resources available to meet obligations as the lead responsible authority for restricted patients and as a 'duty to cooperate' partner for other MAPPA offenders</li> <li>• Positive evaluation of Triage service made available to criminal justice social workers</li> <li>• Delivery of practice development training events to colleagues from partner agencies</li> </ul>	<ul style="list-style-type: none"> <li>• Programme of shared learning events which have been informed by diversity issues affecting MAPPA offenders</li> <li>• Introduce a round-table consultancy model for risk assessment</li> <li>• Development of MAPPA Single Point of Contact for information sharing requests to and from health colleagues</li> </ul>

	Key Achievements	Plans for 2013-14
<p><b>Development Subgroup</b></p> <p>The Development subgroup is concerned with supporting good practice and effective partnership working.</p>	<ul style="list-style-type: none"> <li>• Calendar of training and shared learning events 2013-14</li> <li>• Review of awareness raising support to staff in the responsible authorities on information sharing and data security</li> <li>• Supporting change management through shared learning events</li> </ul>	<ul style="list-style-type: none"> <li>• Collaborate with other protection leads to develop awareness raising training in public protection 'across the lifespan'</li> <li>• Development of on-line learning module in information sharing and data security</li> <li>• Establishment of a MAPPA resource bank</li> </ul>





## Looking ahead 2013-14

The report began by outlining the changes that have taken place in Forth Valley MAPPA over the last year. More changes are on the horizon.

Scottish Government is currently scoping the bringing of serious violent offenders into MAPPA. It is expected that the exercise will be completed in 2014. It remains to be seen what the resource implications will be but there will undoubtedly be a period of intensive planning by the Strategic Oversight Groups across

Scotland to accommodate these offenders within the existing arrangements.

The current MAPPA Guidance is out for consultation and refreshed guidance is expected to be published in the first half of 2014.

The consultation on the future of Community Justice Authorities concluded in 2013 and the outcome is expected to be announced by Scottish Government in the next few months. This could potentially have

significant implications for the current structural and funding arrangements relating to MAPPA.

There is a keen sense of anticipation about the introduction of the Moving Forward –Changing Lives programme. It will address some of the eligibility issues which preclude participation by some offenders in the Community Sex Offenders Groupwork Programme and reflects current international best practice for groupwork interventions for sex offenders.







## Annex 1 : The MAPPA Statistics

<b>Table 1 : Registered Sex Offenders</b>	
<b>REGISTERED SEX OFFENDERS ( RSOs)</b>	<b>NUMBER</b>
a) Number of Registered Sex Offenders:	
1) At liberty and living in your area on 31 <sup>st</sup> March :	202
2) Per 100,000 of the population on 31 <sup>st</sup> March :	68
b) The number of RSOs having a notification requirement who were reported for breaches of the requirements to notify between 1 April and 31 March :	9
c) The number of 'wanted' RSOs on 31 <sup>st</sup> March	0
d) The number of 'missing' RSOs on 31 <sup>st</sup> March	0

<b>Table 2 : Civil Orders applied and granted in relation to RSO's.</b>		
<b>The Number of</b>	<b>Applied for by Police</b>	<b>Granted by the courts</b>
a) Sexual Offences Prevention Orders (SOPO'S) in force on 31 <sup>st</sup> March	26	6
b) SOPO'S imposed by courts between 1 <sup>st</sup> April & 31 <sup>st</sup> March	N/A	0
c) Risk of Sexual Harm Orders (RSHO's) in force on 31 <sup>st</sup> March	2	0
d) Number of RSO's convicted of breaching SOPO conditions between 1 <sup>st</sup> April & 31 <sup>st</sup> March	8	0
e) Number of people convicted of a breach of a RSHO between 1 <sup>st</sup> April & 31 <sup>st</sup> March	0	0
f) Number of Foreign Travel Orders imposed by courts between 1 <sup>st</sup> April & 31 <sup>st</sup> March	0	0
g) Number of Notification Orders imposed by courts between 1 April & 31 March	0	0

<b>Table 3: Registered Sex Offenders</b>	
<b>REGISTERED SEX OFFENDERS ( RSO's)</b>	<b>NUMBER</b>
a) Number of RSO's managed by MAPPA Category as at 31 <sup>st</sup> March	
1) MAPPA Level 1:	174
2) MAPPA Level 2:	28
3) MAPPA Level 3:	0
b) Number of Registered Sex Offenders convicted of a further group 1 or 2 crime between 1 <sup>st</sup> April and 31 <sup>st</sup> March	
1) MAPPA Level 1:	0
2) MAPPA Level 2:	2
3) MAPPA Level 3:	0
c) Number of RSO's returned to custody for a breach of statutory conditions between 1 <sup>st</sup> April and 31 <sup>st</sup> March (including those returned to custody because of a conviction for a group 1 or 2 crime)	0
d) Number of indefinite sex offenders reviewed under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011 between 1 <sup>st</sup> April and 31 <sup>st</sup> March	5
e) Number of notification continuation orders issued under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011 between 1 <sup>st</sup> April and 31 <sup>st</sup> March	0
f) Number of notifications made to Jobcentre Plus under the terms of the Management of Offenders etc. (Scotland) Act, 2005 (Disclosure of Information) Order 2010 between 1 <sup>st</sup> April and 31 <sup>st</sup> March	38
g) Number of RSO's subject to formal disclosure	2

<b>Table 4: Restricted Patients</b>	
<b>RESTRICTED PATIENTS ( RPs):</b>	<b>NUMBER</b>
a) Number of RP's :	
1. Living in Forth Valley on 31 <sup>st</sup> March	8
2. During the reporting year	8
b) Number of RP's per order :	
1. CORO	8
2. HD	0
3. TTD	0
c) Number within hospital/community :	
1. State Hospital	2
2. Other hospital no suspension of detention ( SUS)	3
3. Other hospital with unescorted SUS	4
4. Community (Conditional Discharge)	1
d) Number managed by category on 31 <sup>st</sup> March :	
1. Level 1	7
2. Level 2	1
3. Level 3	0
e) Number of RPs convicted of a further group 1 or 2 crime between 1 <sup>st</sup> April and 31 <sup>st</sup> March :	
1. MAPP Level 1	0
2. MAPP Level 2	0
3. MAPP Level 3	0
f) Number of RP's on Suspension of detention :	
1. who did not abscond or offend	4
2. who absconded	0
3. who absconded and then offended	0
4. where absconion resulted in withdrawal of suspension of detention	0

<b>RESTRICTED PATIENTS ( RPs):</b>	<b>NUMBER</b>
g) Number of RP's on Conditional Discharge :	
1. who did not breach conditions, not recalled or did not offend	1
2. 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 :**

<b>Age</b>	<b>RSO Number</b>	<b>RSO Percentage %</b>
Under 18	1	0
18 - 20	6	3
21 - 30	39	19
31 - 40	37	18
41 - 50	38	19
51 - 60	44	22
61 - 70	26	13
71 - 80	10	5
81 - 90	1	0
91 - 100	0	0

**Table 6: Delineation of population of RSO's on 31<sup>st</sup> March :**

<b>Sex</b>	<b>RSO Number</b>	<b>RSO Percentage</b>
Male	202	100
Female	0	0

<b>Table 7 : Delineation of RSO's by ethnicity on 31<sup>st</sup> March</b>		
<b>Ethnic Origin</b>	<b>RSO Number</b>	<b>RSO Percentage %</b>
White Scottish	174	86
Other British	21	10
Irish	4	2
Gypsy/Traveller	0	0
Polish	0	0
Other white ethnic group	0	0
Mixed or multiple ethnic group	1	0
Pakistani, Pakistani Scottish or Pakistani British	1	0
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
Other ethnic group	0	0
Subject Declined to define Ethnicity	0	0
Subject Does Not Understand	0	0

**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	60	30
Subject to notification requirements only	142	70

