

Agenda Item	7
Report No	HCW-04-25

The Highland Council

Committee: Health, Social Care and Wellbeing

Date: 5 February 2025

Report Title: Justice Service Highland Council Update (including annual reports)

Report By: Assistant Chief Executive - People

1. Purpose/Executive Summary

- 1.1 This report provides an update to Committee in relation to Justice Social Work developments:
- Provision of the Community Payback Order Annual Review for the year 2023/24;
 - Provision of the Highland Community Justice Partnership Annual Report 2022/23; and
 - Provision of Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2023/24.

2. Recommendations

- 2.1 Members are asked to:
- i. Note the contents of the report.

3. Implications

- 3.1 **Resource** – Justice Social Work receives ring fenced funding from the Scottish Government. Highland Council received £4,654,980 as part of the S27 grant allocation and an additional £517,680 to aid in the recovery from the pandemic and expand Bail Supervision provision.
- 3.2 **Legal**- No identified Implications.
- 3.3 **Community (Equality, Poverty, Rural and Island)**- Justice Social Work Services are provided throughout Highland and are a key provider of support and interventions aimed at the root causes of crime which on many occasions are due to inequalities and lack of access to other appropriate services amongst other reasons. Justice Service Work concentrates on rehabilitation and prevention and offers a range of interventions including rural areas.
- 3.4 **Climate Change / Carbon Clever**- No identified implications.

- 3.5 **Risk-** Justice Social Work Services are currently having significant difficulty recruiting to more specialised teams within the service. Difficulties in recruitment have meant that some projects are currently on hold as we do not have sufficient staff members to complete non-statutory tasks.
- 3.6 **Health and Safety (risks arising from changes to plant, equipment, process, or people)** – No identified implications.
- 3.7 **Gaelic** – No identified implications.

4. Impacts

- 4.1 In Highland, all policies, strategies or service changes are subject to an integrated screening for impact for Equalities, Poverty and Human Rights, Children’s Rights and Wellbeing, Climate Change, Islands and Mainland Rural Communities, and Data Protection. Where identified as required, a full impact assessment will be undertaken.
- 4.2 Considering impacts is a core part of the decision-making process and needs to inform the decision-making process. When taking any decision, Members must give due regard to the findings of any assessment.
- 4.3 This is an update report therefore an impact assessment is not required.

5. Justice Social Work

5.1 Prisoners (Early Release) (Scotland) Bill

In February 2025, it is expected that the Scottish Parliament will pass the Prisoners (Early Release)(Scotland) Bill. The aim of this legislation is to reduce the number of individuals in custody at any given time in Scotland.

Compared to EU countries and England & Wales, Scotland has one of the highest prison population numbers with England & Wales having the 8th highest rate and Scotland the 9th. Further information can be found in the following document [SN04334.pdf](#) (UK Prison Population Statistics, House of Commons Library).

The new legislation reduces the amount of time a person who has received a custodial sentence will spend in prison. In the first instance, the legislation will apply only to short custodial sentences (four years and under) but there are enabling provisions within the Bill to extend this to long custodial sentences (over four years), if required, in the future.

Currently someone serving a short-term custodial sentence is automatically liberated when they have spent 50% of the time in prison. This will now be reduced to 40% of the time.

Examples:

<u>Custodial Sentence</u>	<u>Current liberation</u>	<u>February 2025 onwards</u>
12 months	26 weeks	Approx 21 weeks
3 years	18 months	Approx 14 ½ months

There are two exemptions to this new formula - individuals sentenced to custody for Sex Offences, and/or those subject to Domestic Abuse Offences. These will remain as is - when they complete 50% of their sentence in custody.

As the legislation is expected to be passed in February 2025, the biggest challenge for all Local Authorities including Highland will be the liberation of all those individuals who have already completed 40% of their sentence by the time the law is enacted. In order not to overwhelm services, individuals will be liberated in three tranches over six weeks, as previously done last summer during the Emergency Early Release.

Individuals completing short custodial sentences are not Justice Service statutory clients on liberation. However, they are entitled to 12 months voluntary throughcare. We have a Social Worker and a Justice Officer who currently work between HMP Inverness and the community trying to support those who are liberated without further support or licence.

Whilst Highland Council Justice Service will probably not experience any significant increase in workload, pressures are expected in other service areas – notably Housing and Welfare and Benefits; as well as health services (including mental health, and alcohol and drug services).

A concern however, which has already been highlighted with partners, will be the liberation of individuals on or around sentencing day; hence without any planning or appropriate referrals being in place. This is especially concerning for individuals with prescribed medication, mental health issues or those who use drugs/ alcohol. Over one quarter of people in Scottish Prisons are being held on remand and are awaiting trial, with the reduction of custodial time from 50% to 40% more individuals will reach sentencing day having already served their time in custody. NHS, HADP, SPS and Highland Council recognise this increases the risk of accidental overdoses on liberation and all partners have started planning a collaborative release strategy.

5.2 Care Inspectorate Justice Service Self-Evaluation

In August 2024 all Local Authorities were informed by the Care Inspectorate that a Justice Social Work self-evaluation was to take place. The evaluation focused on Quality Assurance, Performance Management and Governance. The report was submitted at the end of November 2024. In December, we were informed that further validation work would be carried out in four Local Authorities - Highland Justice Social Work has not been chosen for this validation exercise.

The Self-Evaluation has enabled management and senior management to reflect on the strengths and weaknesses of Highland's Quality Assurance and Performance Framework. From this it has been identified that some work needs to take place to improve current processes, and as such, an Improvement Plan is being developed.

6. Community Payback Order Annual Review Report 2023/24 (Appendix 1)

- 6.1 Under the Community Justice (Scotland) Act (2016), local authorities have a statutory duty to report on the operations of Community Payback Orders (CPO) within their area on an annual basis to Community Justice Scotland (CJS). CJS collates these returns and summarises them in a report which is laid before Scottish Parliament. Please see attached report (**Appendix 1**).

7. Community Justice Partnership Annual Report 2022/23 (Appendix 2)

- 7.1 Justice Social Work receives yearly funding from the Scottish Government to enable the provision of the Community Justice Partnership which in Highland is co-ordinated by the Highland Third Sector Interface. The Annual Report is therefore submitted for information purposes only. The following summary has been provided by James Maybee, Community Justice Partnership Independent Chair:

The Highland Community Justice Partnership (CJP) 2023/24 annual public report is attached at **Appendix 2**. Community Justice relates to a wide range of justice partners working together to ensure that people who have offended address the underlying causes of their behaviour and pay back to the community where appropriate. The CJP is accountable to the Highland Community Partnership Planning Board and aims to encourage rehabilitation, reduce reoffending, and protect the public, leading to fewer victims and safer communities.

Justice Social Work is a key partner delivering, for example, a Diversion from Prosecution scheme and community sentences such as Community Payback Orders (CPOs), including the Caledonian Programme for people who have domestic abuse convictions and Moving Forward to Change (MF2C) for people who have committed sexual offences. Amongst several highlights during 2023/24, were the Custody Link Worker (CLink) project, which is managed by the Highland Third Sector Interface (HTSI). The project, which is based in Police Scotland's custody suite and links people into local services (e.g. alcohol, drug and mental health services) was externally evaluated by the University of Stirling demonstrating positive individual and service-level outcomes. Another success has been the collaboration by Justice Social Work and HTSI in creating a 2-year Senior Development Officer post, focusing on developing CPOs with an unpaid work requirement especially in more remote parts of Highland and improving communication with the wider public.

- 7.2 The CJP agreed a 5-year Outcome Improvement Plan in early 2024 with a strategic focus on keeping people safe, helping people to avoid offending and to realise their potential (LINKhighlandcpp.org.uk). There are 3 cross-cutting themes: women and dependents; poverty; and victims. One of the key challenges during 2024-25 is the re-structuring of the CJP to better align itself strategically and operationally with the National Aims and Priority Actions in the National Strategy for Community Justice 2022 (Scottish Government (national-strategy-community-justice)).

Further information about the CJP can be found at <https://highlandcjp.org.uk/>

8. MAPPA Annual Report 2023/24 (Appendix 3)

- 8.1 The completion of the annual MAPPA (Multi Agency Public Protection Arrangements) report is a requirement under Section 11 (2) of the Management of Offenders etc. (Scotland) Act 2005. The current report was published on 28 November 2024.
- 8.2 The responsible authorities within the Highland & Islands covered in the MAPPA Annual Report are Highland Council, Comhairle nan Eilean Siar, Orkney Isles Council, Shetland Islands Council, Police Scotland, Scottish Prison Service, NHS Highland, NHS Orkney, NHS Eilean Siar, NHS Shetland and the State Hospital for Scotland.
- 8.3 MAPPA continues to exceed performance indicators outlined within the National MAPPA Guidance (2022). Performance within MAPPA continues to be reviewed by the Strategic Oversight Group (SOG).

- 8.4 As of 31 March 2024, there were a total of 342 Registered Sex Offenders (RSO) in the Highland and Islands area: community (252) and custody (90). This compares to 332 as of 31 March 2023. Therefore, although the number of registered sex offenders (RSOs) per 100,000 population still remains within a comparative range across Scotland, the area is seeing an increase year by year.
- 8.5 During 2023–2024, 6 offenders were managed as ‘Other Risk of Serious Harm Offenders’ with one Restricted Patient. Most offenders subject to MAPPA were managed at Level 1 with 17 managed at Level 2 and only 7 individuals meeting the criteria for Level 3 although all of these individuals are currently serving custodial sentences. Level 3 is generally reserved for those individuals where there is an imminent risk of serious harm, and the potential event is more likely than not to happen imminently, and the impact would be serious.

Designation: Assistant Chief Executive - People

Date: 21 January 2025

Author: Maria Cano, Justice Service Manager, Justice Social Work Service

Background Papers:

Appendices:

Appendix 1 - Community Payback Order Annual Review 2023/24

Appendix 2 - Highland Community Justice Partnership Annual Report 2023/24

Appendix 3 - Highlands and Islands Multi Agency Public Protection Arrangements
2023/24

COMMUNITY PAYBACK ORDER (CPO)

ANNUAL RETURNS TEMPLATE

FINANCIAL YEAR: **2023/24**

LOCAL AUTHORITY: **Highland Council**

TEMPLATE RETURN DATE: **29th of September 2024**

Please return all completed templates to
CJS at CJSImprovement@communityjustice.scot and copy
the Scottish Government at cpo@gov.scot

Background

Under the Community Justice (Scotland) Act (2016), local authorities have a statutory duty to report on the operations of Community Payback Orders (CPO) within their area on an annual basis to Community Justice Scotland (CJS). CJS will then collate these returns and summarise them in a report which is laid before Scottish Parliament.

To assist with this reporting duty, CJS, in collaboration with representatives from Justice Social Work, the Scottish Government, and Social Work Scotland, has developed a template of questions for local areas to complete. This template is designed to support the reporting requirement.

Completing the template

Please answer the following questions contained in this year's CPO template. When answering the questions, please ensure that all case studies and feedback are anonymised. We understand that maintaining anonymity may be more challenging for some local authorities. If this applies to your area, you may provide a more general response to the questions.

Please ensure all answers are relevant to your local area within the 2023 to 2024 reporting year.

If you need any support in completing this template and or have any questions, please do not hesitate to get in contact with CJS. Contact details can be found on the title page of this form.

Thank you for taking the time to answer the questions in this template.

Questions to answer

1) Reducing risk of reoffending

Please provide a case study or examples of your work with people subject to a Community Payback Order (CPO), focusing on how you work to address their offending behaviours and reduce the risk of reoffending.

The following is an example provided by a Newly Qualified Social Worker during their first year with the service:

Client was subject to an 18-month CPO with supervision for a first offence (serious assault).

The client had been intoxicated whilst committing the offence, this being his first offence.

Initial meetings for the first month -building rapport and developing a trusting relationship, gaining information on history. Listening skills used by social worker and motivational interviewing techniques to encourage sharing of information. During these weeks a clearer direction was forged on the way forward of the Order. LSCMI completed in the initial stage of the Order, he was a low risk. His needs identified in the case management plan were;

Family/Marital: Working on acceptance of difficult relationships within family structure (particularly mother and her use of alcohol) which have the potential to cause harm and stress to him. Being able to safely manage difficult feelings surrounding relationship with mother. Working through strategies to help reduce risk of conflict with mother

Family/Marital: Grief work to process feelings of grief and loss surrounding loss of step father figure and brother's suicide. Stages of grief and healthy management of grieving

Other: Management of feelings associated with reactions to situations which can bring anger and conflict management. CBT. Anger management

To address the client's main issues, he worked closely with the social worker during regular appointments; they covered the stages of grief, some counselling around his loss and skills used were compassion, empathy, listening and open-ended questioning. He responded well to this and understood the education. He was shown the stages of grief in a diagram.

Following a period of several months, some work was carried out on helping the client manage his feelings about his mother and her relationship with alcohol, predominantly on how he can process his feelings of resentment and anger and setting healthy boundaries for the future, to enable him to be freed from the toxicity of the relationship. He managed to withdraw for a period from contact with his mother while he did this work with social work, and after some time he reintroduced her back into his life setting boundaries down which improved the relationship but more importantly improved his feelings of control over the situation. He had

informed his mother calmly that if she continued to drink alcohol around him and his children then she would not be permitted into his house. She abided by the new rules and this relationship continues to develop to this day. He recognised he needed to change the way he managed her addiction and felt better having been able to “let go” of his old resentment. This in turn empowered him to safely manage his emotions without the risk of his anger escalating, as he had the tools, knowledge and understanding. The change cycle model was used to show him where he was in the beginning of the change (precontemplation) then onwards to being able to effectively change his thinking and behaviour.

A referral was made to a justice officer who worked closely with him on the decider skills programme, he was shown the life jacket metaphor, distress tolerance, mindfulness, emotional regulation, and interpersonal effectiveness. He responded well to these skills and was able to offer feedback to his social worker on what he had learned. He was given a handbook of decider skills to reflect on.

Although alcohol was involved in the index offence, it was recognised early on in the order that the client did not have an issue with alcohol as he maintained his own family structure, supporting his young family with full time work and extra working hours to support his wife who had their baby, holding down regular work and being present at all meetings. He also completed his unpaid work element in good time and was noted as being excellent at his performance.

Due to the client working hard, attending the meetings and at the time managing his own personal life, his order was requested to be discharged early (at the one year point). Through the constructive work he had undertaken, his risk of re-offending was assessed as low.

2) Support for underlying needs

Please provide a case study or examples of your work with people subject to a CPO, focussing on how you work to address their underlying needs (e.g., mental health, substance use).

A young male was made subject of a CPO. He was consuming alcohol daily. As a result, he was failing to attend appointments with his social worker. The social work recognised that he had substance misuse issues but also that if his need was not addressed it was likely that he was going to repeat the same offending behaviour. She felt it appropriate to inform the Court to highlight his risk and potential increase of need if he did not receive support. She also highlighted an alternative disposal. Home visits took place on a regular basis and contact made with the NHS DARS services to set up appointments to focus on his substance use.

The individual was supported to his initial appointment and both services are in regular contact. The Court is also updated by progress reviews.

One client was experiencing community unrest when his convictions were disclosed by an online vigilante group on Facebook. This individual was also diagnosed with autism and ADHD. This impacted on the individual's mental health instantly. To manage his risk and need at this time involved joint working of services between JSW and Police. Email address provided to client along with work mobile number. Regular joint visits with Police to his property. Weekly appointments to office and providing him with the opportunity to express. Furthermore, a referral was submitted to psychology to discuss case further and gain advice on other material that could support this individual along with what other extra support is available to him. Psychology appointments offered.

Mr X was made subject to a 12-month CPO with Supervision. He presented with excessive alcohol use which whilst not considered to be dependent, undoubtedly caused issues within his personal relationships and work life and underpinned his offending behaviour. It was important to understand and identify underlying drivers of his alcohol use in order to address maladaptive coping mechanisms and promote his insight and use of appropriate coping methods when faced with challenging situations and everyday stressors.

On getting to know Mr X, the worker was able to build rapport to the point he was comfortable in discussing early and current experiences which enabled them both to consider when he may have developed thinking styles and learned behaviours to alleviate his own distress. In doing so Mr X and the worker then used CBT/DBT based intervention methods to really think about and attempt to effect change as he progressed on the order. In practical terms this involved referral to the local branch of AFC who use the SMART base programme Inside out which includes thinking styles, beliefs, triggers, decision making and risk, building resilience and self-esteem and the Cycle of change, amongst other areas.

Mr X was initially seen weekly, as per national guidance and best practice. This allowed appropriate RA to be carried out and a management plan agreed to meet his Risk/Needs. In addition to weekly intervention sessions with AFC, he was regularly seen by the S/W and his case reviewed to ensure all needs were met. At the six-month review (low score RA) Mr X had completed the programme of intervention and was continuing on a fortnightly basis to consolidate this learning with the use of focused discussion in supervision and use of Decider skills (CBT/DBT) intervention. Mr X was able to evidence insight into his own thinking processes as opposed to superficially addressing these matters. He had implemented learned skills and was able to provide examples of situations where he had been able to actually pause

and consider what to do when facing challenges, as opposed to the past where he would simply react and often use alcohol which only exacerbated emotional dysregulation and with intoxication led to angry outbursts and not only arrest, but a real impact on those around him, in terms of fear and distress, this was something he had not previously considered but he had been able to achieve through close work with his S/W and agencies whilst subject to the order. Mr X was engaging in physical activity as positive coping mechanisms, discussing his feelings with friends and family instead of resorting to alcohol use. This had a positive effect on all areas of his life including work and relationships and he had not come to the attention of the authorities for the entirety of the order.

3) Unpaid work

Please describe a case study or provide examples of unpaid work activity.

Case study- Client A.- Client A had previously been given several unpaid work orders in which she was tasked with unpaid work carried out in the workshop. Client A has an alcohol problem and has issues dealing with authority. In past instances she had breached her order and even on one occasion assaulted an unpaid work supervisor. During the period under review, Client A was given a Community Payback Order with 100 hours of unpaid work to be completed within a 12-month period. Due to positive links being established with a local Community Development Trust it was decided to give Client A placement working in the community gardens. It was made clear that the placement was given on trust that Client A complied fully with instruction from the CPO and her placement supervisor and that any breach of this trust would result in the placement being withdrawn. Client A began her placement on the 1st of the month and attended regularly and whenever she could. Regular contact was maintained with the Development Trust and Client A excelled in her performance and attitude. This 100-hour unpaid work Requirement was completed on the last day of the month that it was started on! Client A was spoken to by the CPO on completion of this Requirement and a noticeable positive attitude was displayed. Client A continued her voluntary work with the Development Trust after she had completed her order.

A Community Café located in Highland aims to be a 'café with a difference at the heart of the community' intent on bringing positive change to the area. Their aim is to bring together all members of the community to help those at risk of isolation, social disadvantage and people going through challenging times. The café is run by volunteers with one full time member of staff.

Case study-Client B.- Client B was given a Community Payback order with 100 hours of unpaid work to be completed within a 9-month period. The CPO established contact with the Community Café, and it was agreed that clients with unpaid work Requirements could be 'trialled' on Placement there. During initial Induction and following risk assessment, Client B was given the opportunity to complete the unpaid work Requirement at the Community café, again based on trust. Client B began the unpaid work Requirement on the 8th of the month. The 100 hours were completed on the 21st of the following month with no adverse issues. The feedback received by the café was extremely positive and Client B was praised for the effort and commitment shown. At the completion of the Requirement, Client B stated that having been given the Placement based on trust, they were 'empowered' to deal with their unpaid work at a rate they themselves could manage and had taken strength and personal responsibility from this.

4) Other activity

Please describe the main types of "other activity" carried out as part of unpaid work or other activity requirement.

- *Road to Recovery Sessions run by CCAST, Tain*
- *Alcoholics Anonymous*
- *Nigg Skills Academy – Forklift course*
- *ISM Psychological Services – Drink driving rehabilitation scheme*
- *Apex Scotland – disclosure letter work; CSCS course, Acupuncture*
- *Highlife Highland – Adult Learning Literacy Classes & English Language classes*

In the period under review, Highland Justice Service have facilitated Decider Skills classes to enable clients to recognise their own thoughts, feelings and behaviours, enabling them to monitor and manage their own emotions and mental health. Numerous Clients with unpaid work Requirements have undertaken these classes with time attended being offset against their unpaid work. Feedback from the Clients who have attended has been very positive and they have stated that it has been of great benefit.

Highland Justice Service have also facilitated SMART recovery classes where issues regarding addiction are discussed in a group setting where no judgements are made. Unpaid work clients have also attended these groups again with time for attendance being offset against their unpaid work hours. The purpose of these groups is for the clients to gain a greater understanding of why they may act in a certain way which would hopefully ultimately assist in the reduction of re-offending.

Another 'Other Activity' offered to clients who are encouraged to engage, is CPO Connect. CPO Connect is a service delivered online by the Wise Group which creates a secure and flexible way to complete Other Activity hours. Clients can attend a range of two-hour online sessions delivered by trained facilitators on a range of topics, many which centres around mental health and personal growth. We have referred numerous clients with unpaid work Requirements to CPO Connect which has received positive feedback. Weekly updates regarding the client's attendance are reported back to the CPO directly by the Wise Group.

5) Feedback

Please provide a summary of quotes or feedback on the impact of supervision requirements and or unpaid work or other activity requirements from the following perspectives:

- People subject to a supervision requirement

I receive support all the time and I'm in a different place now. I do want more treatment on drug treatment and my social work is helping me clarify this with services.

My social worker supports me to understand my written instructions to stop me from getting into more trouble. My social worker will go over them regularly.

'Always treated me like an adult, always helpful when I needed support'

'Helped me be a better person and better partner'

'Kept me behaving and less likely to use drink and drugs'

'I was always given sound advice and plenty of encouragement to do the right thing'

'Having someone to speak to and getting things off my chest'

'I think before I act now'

'It's got me being more productive some success as completed a ND course at UHI'

'I completed decider skills course'

'I had little or no trust or respect for CJS. My views have changed completely and felt relaxed and at ease talking about any subject'

'Gained confidence with proceeding with the future'

'I am calmer than I used to be'

'I listen to people more, respect their views and always try to stay calm'

'I no longer offend because I am living a different lifestyle and I have a new outlook on my life'

'I did an alcohol abstaining course. Also a mental health decider course. Attended all group work meetings I have never missed appointments with

anyone since my release from prison nearly 4 years ago I also tried cooking with support workers.'

'People helped me through a very difficult time with stress'

'It was a good experience and helped me see my life in a new light'

- ***People undertaking unpaid work or other activity requirement***

(Source: Unpaid Work Requirement (UPW) Survey)

'Learning new things with tree cutting and woodwork'

'I've learned a lot more skills about jobs I hadn't done before'

'Being on time and doing more days than allocated and finished my hours before time slot'

'Working achievements were worthwhile'

'Getting out my house and meeting new people and making myself useful'

'I took pride in most of the job I was part of, but putting together a garden bed... one of my favourite things to do'

'Sense of Selflessness and helping others' and 'working in a team'

'I've learned about woodwork, painting and grass cutting and hopefully I can use it for a job'

'Gardening, working in the community, sense of happiness'

'Learned to respect other people and other duties'

'My attitude changed to the support and advice received'

'It was actually a good experience and I think it helped me a lot'

'The supervisors were friendly and treated me as a person rather than a criminal and very helpful and respectful enjoyed my time and kept me busy'

'Supervisors were all easy to get on with and made the experience enjoyable'

'Good experience and treated fairly'

'Supervisors were great every time I was in. Apex was worthwhile and team- all of them are brilliant'

'I would say the main positive experience has come from the few staff that want to help people make change. Been given advice that will stay with me for life.'

- *The community and beneficiaries of unpaid work*

'We value and appreciate all the effort and assistance provided via this scheme. in addition, team manager extremely approachable and keeps me updated with progress made whilst supervising trail at all times. Thank you all'

'We are delighted with the work carried out and very thankful to the team that worked so hard to clear the path that means that people can use the path safely'

'Further work sought this year due to positive impact and good quality of work.'

'very much appreciated- slippy volume of leaves were presenting as a significant slip, trip and fall risk for the people with dementia, carers, staff and volunteers this has now been removed.'

'I just can't believe the standard of work and how tidy they made the garden'

'I found the men who did the work for me to be very pleasant and they worked hard. the weather was extremely bad but they arrived and wanted to do a good job - they worked well'

'The work carried out has a big difference to all tenants'

'I'd like to thank you all for undertaking all the work involved in this project'

'I would just like to thank you all so much for your help and support. Without your help, we would have been unable to afford to get this work done'

'Great job and joined up working'

'Great work tenants delighted'

'All the boys were very chatty & pleasant'

'Big thanks to everyone - grounds look amazing'

'I am delighted with the work done. It has completely changed the look of the Hub area. Once again thank you for doing a great job'

'Extremely well supervised Team with all very willing to carry out the works requested'

xxxxxx's congregation are thankful for such a service we are a small and elderly congregation and appreciate the great help'

'This area was a concern to neighbours and the work done was of benefit to them as well as the individual assisted'

'Once again, another superb job carried out by the Justice Team who are always willing to help'

'Your continued support is very much appreciated & helps us try to get the woodland back to an area to be used by the community'

'13 households were helped through SOS and it reduces fly tipping on the estate. We are very thankful for the help. It makes all the difference.'

'We are extremely grateful for the help on this project which is of great benefit to the community. Thank you'

'The Team always go that extra mile carrying out some works which haven't been requested ie if they see weeding needing to be done, they just go ahead and do it – very impressive'

'A superb Team always happy to help when time allows'

'I wish I could fully convey how much the works carried out for our elderly residents mean to them. They get extremely frustrated as they cannot physically do what they want and with the help of the Justice Team, they are much happier'

'A much-valued service to our elderly residents carried out to a very high standard'

'Work done professionally and very pleased with the way it was supervised'

'They did a great job and went over and above every day. Can't wait for them to return for the next phase'

'We would like to have it done again in the future. The work was carried out in a professional manner.'

'An excellent scheme, providing team members with the opportunity to engage in the world of work, learn new skills and be exposed to positive community engagement'

'We were grateful for the assistance again as the project is very low in funds'

'Client the workers efficient and well supervised, extremely satisfied with the help'

'This as a specialised project to plant trees properly and that experience was evident within the team who did a great job'

'I was impressed with the quality of work. There were no problems and the group seemed to be well managed.....'

6) Benefits and challenges of other CPO requirements

Please mark with a cross the requirements that were imposed by courts in 2023 to 2024.

- Compensation requirement
- Programme requirement
- Residence requirement
- Restricted movement requirement
- Conduct requirement
- Alcohol treatment requirement
- Drug treatment requirement
- Mental health treatment requirement

For each of the requirements that were imposed (up to a maximum of 300 words) please describe innovative and best practice, challenges, and impact associated with each.

In 2023/24 we did not supervise any individual subject to a Restricted Movement Requirement.

We had very low numbers for individuals for the following requirements: Alcohol Treatment, Drug Treatment, Residence, Conduct, Mental Health Treatment.

In relation to Alcohol Treatment Requirement; supervising officers do tend to work and/or refer individuals to appropriate agencies if this has been identified as a need or risk. Individuals tend to work well with supervising officers therefore an additional requirement to address alcohol issues is not used routinely.

We have an ADP funded DTTO2 service which provides services to young people, women and others who would not be suitable for a DTTO but have clear issues with drug use. As we

offer this specialised service throughout Highland, the Drug Treatment requirements are not widely used.

We only had one Mental Health Treatment requirement during 23/24. It is a very complex and challenging requirement to suggest and supervise, unfortunately discussing the issues we encountered would allow for the potential identification of the person made subject to this requirement.

7) Organisational improvements and ongoing challenges

Looking back at last year (2022-2023), have there been any improvements to the challenges you noted? Are there any challenges you are still facing this year (2023-2024)?

Recruitment: This was identified as an issue in 2022/23. This remains an issue in general and particularly for remote areas and specialised posts such as Prison Based Social Work. This year however we offered for the first time a Social Work Traineeship in Inverness, which is proving to be very successful.

2022/ 2023: There has been an increase on number of Sex Offenders and individuals with a Caledonian Treatment Requirement. Unfortunately, the funding currently provided has proven to be extremely limited to provide a service Highland-wide. We do not consider appropriate stopping access to the programmes in rural and remote rural areas therefore we are obliged to use some of the recovery funding to make sure the minimum standards required are met.

In 2023/24 this issue remains made even more complex by the lack of experienced Social Workers applying for the vacancies. Some of the difficulties also were linked to the lack of training availability for Moving Forward: Making Changes as training for the new Programme Moving Forward to Change was being delivered.

Funding: Remained an issue for 23/24 especially considering a 5% pay increase which makes a significant dent in our finances.

8) Collaborative working across justice partnerships

Please provide any examples of work with community justice partners, including the third sector, to effectively deliver CPOs.

As described above the local Alcohol and Drug Partnership is providing Justice SW and the local Drug and Alcohol Recovery Service with funding to provide DTTO 2 which is currently being delivered Highland-wide.

We are also working with the Highland Third Sector Interface who has managed to recruit a Senior Community Development Officer for two years from December 23. The Officer is working closely with our Community Payback Officers to facilitate unpaid work placements with volunteer groups and third sector agencies in Highland, especially working in more remote rural areas.

Highland Justice Service provided the Highland Third Sector Interface with funding to provide the Custody link project in 23/24. This project works with individuals who have been detained and are to appear in Court from custody.

The Caithness Alcohol and Drugs Recovery Service and the Justice Social Work Team started in 2023 delivering a SMART group in Wick, before this group started there was no local groups available. The group is open to JSW clients and NHS patients.

9) Additional information

Is there any other relevant information you wish to highlight? This may include:

- Areas for improvement and planned next steps.
- New ways of working and benefits achieved from these.

We are currently meeting with third sector agencies and statutory partners trying to develop a woman's service that will encompass service provision to women on Court Orders, Licence, Voluntary Throughcare, Diversion and Bail Supervision.

A project was in place prior to Covid but since the pandemic and due to staff shortages and other organisational changes it had been difficult to restart. This project used to have good responses and combined the outdoors with CBT interventions and additional support. We would like to replicate what worked well but also involve other agencies so that women can be supported further even when their contact with Justice Social Work concludes.



Highland
Community
Justice Partnership

ANNUAL REPORT

2023-2024

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Foreword

I am delighted to welcome you to the Community Justice Partnership's Annual Report 2023-24. I hope you enjoy reading it. The report reflects the significant achievements delivered over the past year. This is the result of the hard work and dedication of all the justice partners working together to help people to reduce and stop their offending and to keep our communities safe. In essence, that is what community justice is about.



And one less crime means one less victim. As the Scottish Government's Vision for Justice 2022 states "We must hear the voices of victims" and we must ensure that they have trust in the justice system.

I passionately believe in our need to continue to evidence and strengthen the efficacy of the range of community justice interventions and community sentences to build and earn that trust. Community justice has a positive and demonstrable impact on the lives of people and communities, fulfilling their potential, turning away from crime and leading law-abiding lives and contributing positively to their local communities.

No one said it is easy. There will always be challenges and these are acknowledged in this report. However, the achievements are testament to the innovative work being undertaken, whether it's the Custody Link Worker Project based in the Inverness Police Custody Suite, the successful completion of community payback orders or the community integration planning process for those leaving HMP Inverness. We should be proud of all this work.

I would like to thank my predecessor, Ross McKillop, for leading the partnership during his 3 years as chairperson. And to Margaret McShane who moved on to other challenges in 2024. As the partnership's manager from its inception in 2017, her drive and commitment were instrumental in the development of community justice in Highland.

Finally, I extend a heartfelt thanks to all the staff at the Highland Third Sector Interface who host the community justice partnership and all those delivering community justice services across the extraordinary range of statutory and Third Sector Services in Highland. Your energy, innovation and commitment are second to none.

James Maybee

Independent Chair, Highland Community Justice Partnership

The work of the Highland CJP – An overview

What is Community Justice?

The National Community Justice Strategy states:

‘Community justice is principally about organisations working together to ensure that people who have offended address the underlying causes of their behaviour and pay back to the community where appropriate. It aims to encourage rehabilitation, reduce reoffending, and protect the public, leading to fewer victims and safer communities.’

In practice, community justice is an evidenced based approach to dealing with people who have broken the law, which focusses on holding people to account for their actions and supporting them to reconnect with and contribute to their communities. This means that, where it is safe to do so, people who have committed particular crimes receive community sentences, which can include community payback orders (CPO), restrictions of liberty, electronic tagging, fines or treatment for underlying issues such as problematic drug or alcohol use.

Much of society’s perceptions about crime and justice are based on media depictions – from news reporting to crime drama. This skews perceptions, with a media focus on less common and often more extreme examples of the law being broken. Often part of this narrative portrays community sentences as being a ‘soft option’ and reduces the complexity of the justice system to black and white understandings of innocence versus guilt or good versus evil.

It can be difficult for society to rethink justice in the language of compassion, informed by an understanding of the consequences of trauma, and the impact of adverse life experiences, especially when the impact of crime on individual victims and their communities can be stark and profound.

However, there is strong international evidence that a community approach to justice can help to break cycles of law breaking which leads to fewer victims and safer communities. It is also important to note that public protection remains the priority, with robust risk management systems ensuring that those who have committed crimes can be managed safely and effectively in community settings, with the use of prison only for those who pose a risk of serious harm.

Community Justice in Highland

At a local level Community Justice is about a wide range of justice partners working together to develop responses which are relevant locally, and support the reduction of offending and reoffending.

Shaping local development is a public health approach which means modelling our response around improving health and wellbeing, reducing inequalities and reducing crime. Central to this is recognising the impact of trauma and Adverse Childhood

Experiences (ACEs) which comes with the need to support change in people's behaviours. Appropriate use of diversion from prosecution and community sentencing options (especially when early opportunities present themselves) as alternatives to remand and custodial sentences enables support to be offered in communities, where people's support networks often already exist.

The Highland Community Justice Partnership (HCJP) is fortunate to be part of a local landscape of partnerships and networks, strategically and on the ground, with which we have shared aims. This includes positive links with the Highland Alcohol and Drugs Partnership (HADP), the Highland Violence Against Women Partnership (HVAWP) and the Community Safety and Resilience Group. A number of national and local partners contribute effectively to the work of the HCJP.

In 2023-24, the membership of the HCJP consisted of:

- The Highland Council (1 Elected Member);
- Local Authority (Justice Social Work and Housing);
- Police Scotland;
- Scottish Prison Service;
- Crown Office Procurator Fiscal Service;
- Scottish Courts & Tribunals Service;
- Scottish Fire and Rescue Service;
- NHS Highland;
- Skills Development Scotland;
- Victim Support Scotland;
- Department of Work and Pensions;
- Scottish Children's Reporter Administration;
- Highland Alcohol and Drugs Partnership;
- Third Sector Representation (Apex Highland, Families Outside and Rape & Sexual Abuse Service Highland – RASASH).

A particular feature of the HCJP is the close collaboration with the Highland Third Sector Interface (HTSI). Uniquely in Scotland, the HTSI hosts the HCJP, including the posts of CJP Manager and Senior Development Officer, as well as supporting the role of the Independent Chair.

This strong third sector collaboration and involvement adds value to our partnership, and enhances the work done by our statutory partners as they deliver support and services to the people of Highland. It also enables us to hear the voices and experiences of those whose lives have been impacted by the justice system through the HTSI's connections with local groups and organisations operating across Highland communities.

Governance and Accountability

The Highland Community Partnership Planning Board provides oversight and scrutiny of partnership activities and priorities.

Whilst there were no substantive changes to the structure for community justice arrangements in Highland in 2023-24, it was a year marked by transition and change. Most notable being the culmination of the development of the Highland Community Justice Outcomes Improvement Plan (HCJOIP) for the period 2024-2029.

The development of the plan ran alongside two additional processes. First was the review and update of the Highland Outcomes Improvement Plan (HOIP), which identified three strategic priorities underpinning the vision to: “Maximise opportunities and tackle inequality to build a thriving Highlands for all”.

2024-2027 HIGHLAND OUTCOME IMPROVEMENT PLAN

MAXIMISE OPPORTUNITIES AND TACKLE INEQUALITY
TO BUILD A THRIVING HIGHLANDS FOR ALL



The second impact on the development of the plan was the revision of the National Strategy for Community Justice published in June 2022, building on four national aims:

1. Optimise the use of diversion and intervention at the earliest opportunity

2. Ensure that robust and high quality community interventions and public protection arrangements are consistently available

3. Ensure that services are accessible and available to address the needs of individuals accused or convicted of an offence

4. Strengthen the leadership, engagement, and partnership working of local and national community justice partners

To support the achievement of these aims, the Community Justice Performance Framework (CJPF) was published in March 2023 and the National Strategy for Community Justice Delivery Plan in June 2023. The CJPF consists of national outcomes and indicators, with suggested local evidence, all combining to assess performance, and identify areas for improvement. This in turn will shape our local priorities from year to year.

Supporting the National strategy and framework are an improvement tool and self-evaluation framework, both of which will be introduced into our local planning and delivery processes, and will support our reporting to Community Justice Scotland (CJS).



As indicated above, the Highland Community Justice Outcomes Improvement Plan (HCJOIP) for the period 2024-2029 was formally launched in June 2024, having undergone development in 2022-2024. The delay in the production of the national Strategy and Framework meant some disconnect between the details of the HCJOIP and the National frameworks. However, there are still clear connections between the high-level priorities of the National Strategy and the HCJOIP, particularly around the focus on the Victims of Crime, the needs of Women within the justice system and the ambition to embed trauma-informed approaches across the justice system.

Highland Community Justice Outcome Improvement Plan 2024—2029

National Aims and Priority Actions:

The National Strategy for Community Justice, published in 2023, creates a framework of National Aims and Priority Actions that locally our priorities link back to.

Our Strategic Focus:

We have identified three areas that can help to frame our actions and planning and are intended to keep people at the centre of our approach:

Keeping
Me Safe

Helping Me
To Avoid
Offending

Helping Me
Realise My
Potential

Our Cross Cutting Themes:

We have identified three cross cutting themes within these areas of focus that are intended to shape our actions for the next five years and recognise the need to consider the contributing factors, or causes, to help ensure we see the whole person.

Women & Dependents

Although women make up a small proportion of individuals in the justice system and fewer still in prison, our research has indicated that Highland has a higher level of female offending than comparable areas of Scotland. Furthermore, women who do face remand or custodial sentences have to leave the area and experience a more distanced relationship with family and friends. The Commission of Women's Offending and other studies have also recognised the higher use of alcohol and drugs owing to historical trauma and attempts to self medicate. Young people are significantly more likely to experience being placed in care and subsequently entering the justice system if their mother is placed in prison.

Poverty

Poverty has a significant impact on someone's life chances and the likelihood that they will be a victim and/or a person who offends. Poverty can drive people to undertake criminal behaviour to feed themselves, but it can also lock people into a cycle of life chances that disempowers them to make choices which could increase their likelihood of living a life free of the participation of or impact from criminal behaviour. Living in a poorer community you are significantly more likely to feel less safe and crime rates are higher, trending differently to more affluent areas. Historical trauma and the use of drugs or alcohol as a self medication can also trap someone into a life of poverty.

Victims

We need to increase the voice of victims within the community justice work in Highland. Victims are a key partner in service and strategy design. More so because while many victims never offend many people who have offended are also victims of other crimes and have significant instances of trauma in their lives. Trauma informed practice and the ability to see the whole person is a particular focus for the Community Justice Partnership.

In addition to the focus and the themes of the HCJOIP, the development process also highlighted the need to reflect on the structures of the HCJP. Work is planned for 2024 to develop new HCJP structures which reflect the National framework and reporting processes.

The work of the Highland CJP – Performance Review

Reviewing the year

As the HCJP transitions towards new structures, this section is framed within the Four National Aims and Priorities, which have emerged as the framework for future reporting.

All the tables are taken from the CJS Highland Indicator Report (unless otherwise stated), along with the CJS assessment of progress against the national indicators.

The Local Area Annual Return, prepared in September 2024 encouraged reflection on some of the challenges and positives faced by the partnership over the year 2023-24.

Amongst the positives and the opportunities identified were:

- The CLink project was externally evaluated by the University of Stirling covering the period from March 2020 to 31 March 2023. The report was submitted to the HCJP in June 2023, demonstrating positive individual and service-level outcomes.
- A collaboration led by Justice Social Work (JSW) and the HTSI resulted in the creation of a two year post of Senior Development Officer, with a focus on developing Community Payback Orders (especially in more remote parts of Highland) and improving communication across the partnership and with the wider public. The post was filled in January 2024.
- Engagement beyond the partnership took place through the circulation of regular newsletters and a quarterly Community Justice forum engaging with a range of partners working within and across their local communities.
- Statistical evidence had previously highlighted the distinctive experiences of women within the justice system (including higher than national average rates of women being imprisoned from Highland). Dr Briega Nugent, from the University of Strathclyde, was commissioned to research, *'What social-economic factors are contributing to Highland's higher rates of female offending and reoffending and how well are our services and interventions prepared to meet needs arising from those factors?'*
- The partnership funded two initiatives in 2022-23 (*Dragon's Den* and *Small Change for Justice*) to support organisations involved in CPO's and providing opportunities for those who had experienced the justice system. Most of the projects ran from 2022 into the current reporting year, with end of project reports presented in 2023-24 highlighting a number of imaginative activities.
- During the year the CJP invested in the creation of a Highland Justice Services and Interventions Website (<https://highlandcjp.org.uk/>). The website is based on the journey for those involved in the justice system, including victims of crime, those who have committed crimes and their families and wider communities. The website signposts people to organisations which can offer support and guidance.

Amongst the challenges identified were

- Interest in the partnership from a number of partners, including some statutory partners was difficult to maintain, as evidenced by low attendance at some meetings and the challenge of gathering information for reporting.
- The partnership's primary focus during the year on the development and creation of the HCJOIP meant there was a great deal of positive engagement with some partners and the wider justice community, but it was difficult to garner input from across the partnership. There was also the additional challenge of delay in the production of national frameworks, which resulted in a degree of disconnect between what has been developed locally and subsequent national expectations and priorities.
- The Custody Link Worker (CLink) project, which is managed by the HTSI faced uncertainties over funding, which disrupted their ability to sustain referrals.
- There was also a sense that the understanding of the concepts and principles of Community Justice was limited across the wider justice community, reflected amongst some partners who struggle to understand their role within the Community Justice 'ecosystem'.
- Recruitment is a perennial problem across Highland in all sectors, and particularly in more remote areas, this often resulted in gaps in services and a sense of discontinuity both operationally and at a partnership level.

National Aim 1

Optimise the use of diversion and intervention at the earliest opportunity

Priority Action One

Enhance intervention at the earliest opportunity by ensuring greater consistency, confidence in and awareness of services which support the use of direct measures and diversion from prosecution

Nationally determined outcome and indicators:

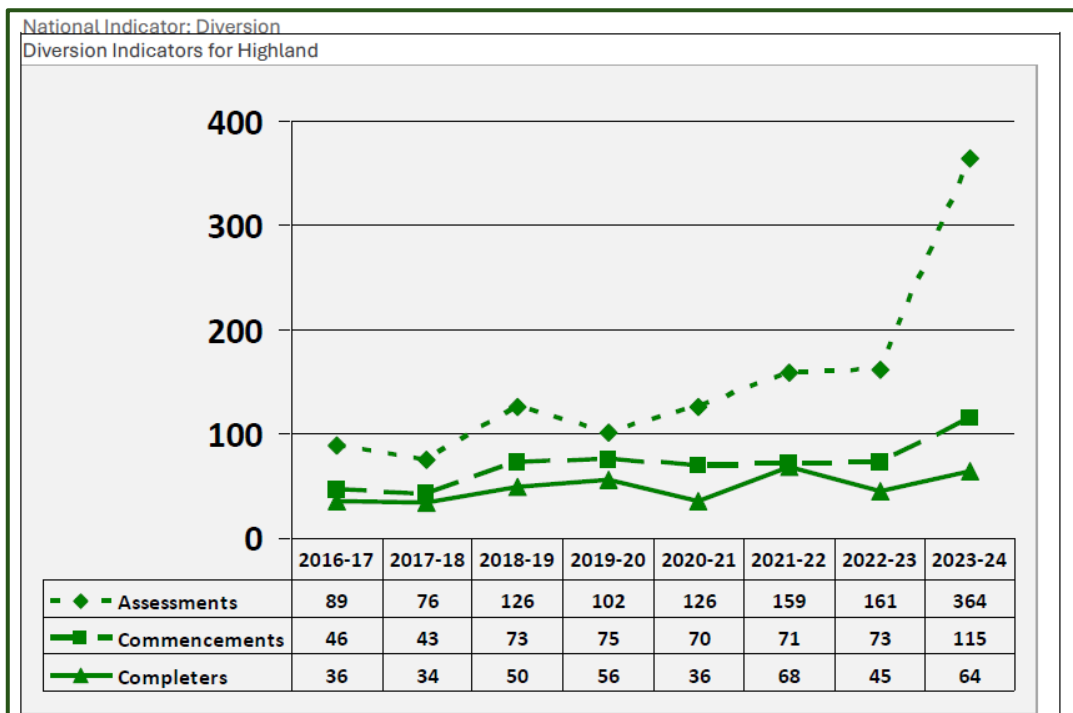
Outcome: More people successfully complete diversion from prosecution.

Indicator: Number of diversion from prosecution:

- i. assessments undertaken;
- ii. cases commenced;
- iii. cases successfully completed.

Assessment of the data for this outcome by CJS indicates improvement in this area:

- The number of assessments undertaken shows an emerging pattern of increase in line with the desired direction;
- The number of commencements shows an emerging pattern of increase in line with the desired direction;
- The number of completions shows an emerging pattern of increase in line with the desired direction.



Local Evidence

The CJS Improvement Tool indicates two areas of local evidence, and these will require development in Highland:

- i. *Mechanisms are in place to understand the views of people undertaking diversion from prosecution and are used to support improvement;*
- ii. *Mechanisms are in place to understand the views of people supporting the delivery of diversion from prosecution and are used to support improvement.*

However, there is evidence of positive activity around diversion from prosecution underway in Highland.

Justice Social Work commenced over one hundred diversions during 2023-24 which provides an appropriate person-centred response to an alleged offence(s). During the assessment and later during the provision of the diversion honest discussion takes place between Justice Social Workers and individuals to enable a swift intervention, which can interrupt a cycle of offending and/or prevent further offending. The focus was on one to one support due to lower numbers of people completing diversion.

Justice Social Work also offer a range of in-house programmes to people completing a diversion from prosecution, including *Decider Skills* (using Cognitive Behaviour Therapy to help people develop skills to recognise their own thoughts, feelings and behaviours) and *SMART* recovery groups (SMART – Self Management and Recovery Training – is a programme guided by trained facilitators that provides training and tools for people who want to change their problematic behaviour, including addiction to drugs, alcohol and other behaviours).

Individuals living in the inner Moray Firth area can complete their diversion while completing work and receiving support from third sector organisations contracted by Justice Social Work. Young people aged 16 to 17 normally complete their diversion with the Highland Council's Youth Action Services which has the expertise to provide interventions to young people.

This is an area of work which has become more effective over the period, with a recognition that this form of early intervention can identify and address individual needs more effectively which can break cycles of offending.

However, it is also recognised that further development is needed around a shared understanding of diversion suitability reports, particularly for individuals already sentenced to Community Payback Orders and even custodial sentences and people with significant histories of contact with the justice system. The evidence is that diversion works best for individuals who have few or no prior convictions, young people and women.

Priority Action Two

Improve the identification of underlying needs and the delivery of support following arrest by ensuring the provision of person-centred care within police custody and building upon referral opportunities to services including substance use and mental health services

Nationally determined outcome and indicators:

Outcome: More people in police custody receive support to address their needs

Indicator: Number of referrals from custody centres.

CJS report that the number of referrals from police custody shows no emerging pattern due to insufficient data. The desired direction is to increase.

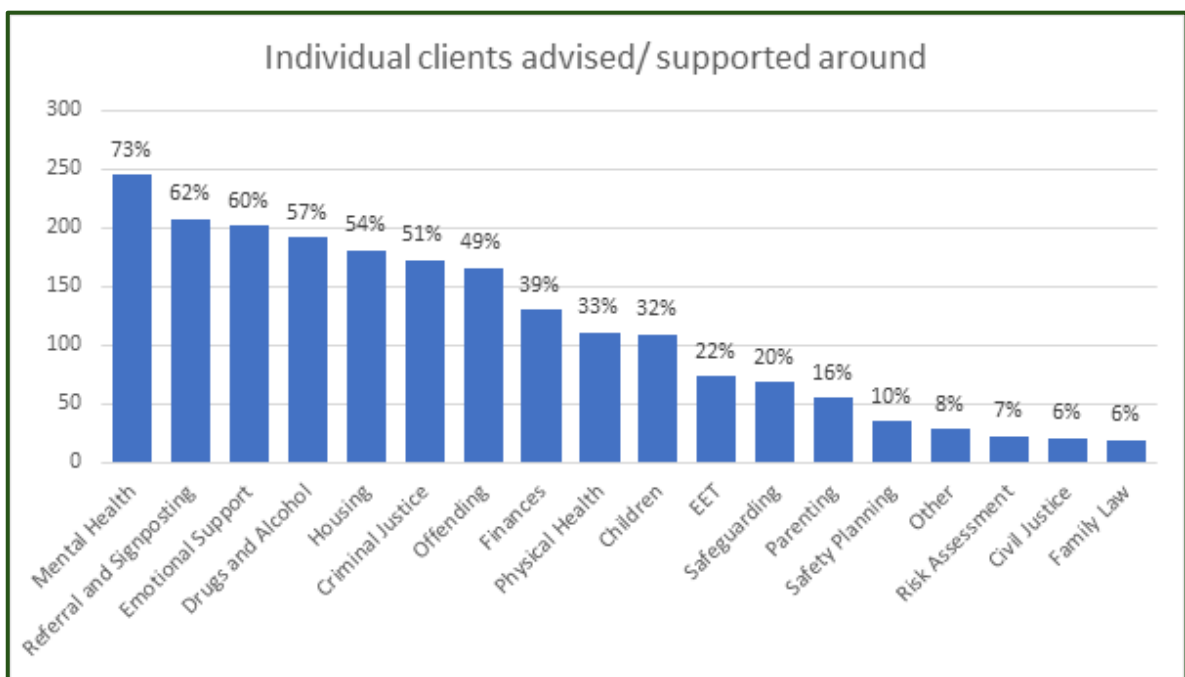
For the year 2023-24 processes for the collection of data were not in place. CJS advise that new data collection procedures are being introduced during 2024-25, with 2024-25 figures thereafter being considered as the baseline for future reporting.

Local Evidence

- i. There is an effective relationship between community justice partners, Alcohol and Drug Partnerships (ADPs) and police custody centre for local population;*
- ii. Referral pathways and support are in place from police custody centre for local population.*

In Highland there is a well-developed approach to arrest referral operating within and beyond the Police Station in Burnett Road, Inverness. In addition to the partners operating within the custody setting, there is also proximity to the Inverness Justice Centre which brings added synergy.

Since March 2020 the Custody Link Worker Project (CLink) has supported individuals coming into police custody assisting them to identify behaviours which heighten their risk of offending and returning to custody as well as identifying actions that will enable them to access wider support and to reduce risks. Unsurprisingly, client issues are interlinked and complex, with the following chart (from the CLink quarterly report, March 2023) indicating the range of support offered.



The University of Stirling undertook analysis of custody record data reported in 2024 and found that rates of custody amongst those who accepted a referral declined significantly. Their report concluded that “A... key area repeatedly raised by participants is the empathetic and emotionally supportive approach of Link Workers, building rapport and trust in changing and pressured circumstances at the arrest referral and bail stage.”

The analysis also demonstrated that:

Many individuals, particularly females, present with far more complex and challenging circumstances and higher levels of vulnerability and adversity than were envisaged at the beginning of the project.

Police Custody is an ideal place to engage with individuals who are motivated to seek assistance.

Individuals who have accepted a referral are significantly more likely than those who have declined the referral to report mental health problems, current thoughts of self-harm or suicide, to take one or more prescribed medications, to previously having attempted self-harm or suicide, and to report dependence on alcohol.

Those accepting the offer of a referral tended to highlight getting stabilised before being referred to and accessing alcohol and drug-related services and supports as helpful.

This area of work is a very positive example of the Partnership in action, with Police Custody staff working closely with the CLink team and NHS nursing staff within the custody setting as well as linking across to the Inverness Justice Centre. A high degree of trust and mutual respect underpinned close working practices and improved outcomes for individuals experiencing this part of the justice system.

It also demonstrated strong cross-Partnership working, with clear involvement from the Highland Alcohol and Drugs Partnership (HADP) in the development and resourcing of the initiative, particularly where it supports the implementation of the Medication Assisted Treatment Standards, aimed at reducing drug-related deaths in Highland.

Innovative Practice

The NHS team worked collaboratively with police colleagues to gather data and use quality improvement methodology to map current processes, identifying gaps for patients at high risk of drug related harm. They used the Plan Do Study Act (PDSA) model for improvement as their approach to identify and define problems and to identify what they need to try do to make the change and measure impacts.

The team created a toolkit to ensure equitable healthcare called *Medication Assisted Treatment Pilot at Custody Toolkit* (MATPACT). MATPACT includes patient identifiable information, current drug use, risk assessment, harm reduction offered and accepted, blood borne virus screening offered and accepted, encourages referral to outreach services and option to commence or continue on Medication Assisted Treatment (MAT) of Opiate Substitution Therapy. On admission to police custody, all patients who answer 'yes' to any drug related question are now referred to health for use of MATPACT. The nursing team delivering care and trialling tests of change continue to provide feedback and suggest improvement ideas. MATPACT is discussed at all health team meetings. Information and education has been shared with police colleagues.

The team have started to gather feedback from custodies as to their experience from the use of MATPACT, what went well, and what could be better. There has also been feedback on how people who have received harm reduction advice, training and been supplied with naloxone has gone to save the lives of friends.

The MATPACT project allows for timely person centred care and intervention to be carried out according to need. Although time spent in custody is minimal, initial harm reduction can be carried out and referral to onward services can be made thus increasing numbers of people being referred into drug and alcohol recovery services. People are able to voice their experiences and participate in decision-making. The toolkit changed the team's approach in identifying those at risk of drug related harm whilst they were in police custody and allowed them to carry out a strategic intervention specifically around MAT and harm reduction.

In terms of numbers, key results include:

- Overall, there was a reduction from 53% to 12% of missed opportunities of referral to custody healthcare.
- Out of 934 Naloxone kits offered, 260 people accepted take home Naloxone.
- Out of 934 Bloodborne Virus (BBV) tests offered, there was uptake by 35 people with 2 positive cases identified.
- There was increased referral to outreach and core Drug and Alcohol Recovery Services.

Use of the MATPACT improved understanding across the professional teams and supported better signposting and connections between services.

Amongst the feedback from those supported with the MATPACT is one person who reports, this is the "first time anyone has bothered asking me about my substance use."

Local Evidence

- i. *Mechanisms are in place to support a high quality bail assessment;*
- ii. *Referral pathways are in place that support identified needs of people on bail supervision.*

2023-24 proved to be a challenging year for the provision of bail supervision orders across Highland. There are five Courts in Highland with the busiest being Inverness, then Wick and Tain. From April 2023 over 400 Bail Supervision assessments were completed, although less than 10% of these assessments translated into a Bail Supervision Order.

Recruitment difficulties meant that there were challenges in completing assessments and providing Bail Supervision Services. However, a dedicated team has formed including Justice Social Workers and Justice Officers (Justice Officers are paraprofessionals trained in interventions such as Decider Skills and SMART and are able to support individuals as well as signpost them to support and services in the community).

Justice Social Work team members anecdotally reported that Bail Supervision works very well for young people and for women, with early intervention allowing timely intervention and the ability to address needs ahead of a Court case which at times can take over a year to be resolved.

Priority Action Four

Strengthen options for safe and supported management in the community by increasing and widening the use of electronic monitoring technologies

Nationally determined outcome and indicators:

There is no nationally determined outcome, and no information available for the current year relating to the use of electronic monitoring in Highland to support people on bail.

Priority Action Five

Ensure that those given community sentences are supervised and supported appropriately to protect the public, promote desistance from offending and enable rehabilitation by delivering high quality, consistently available, trauma-informed services and programmes

Nationally determined outcome and indicators:

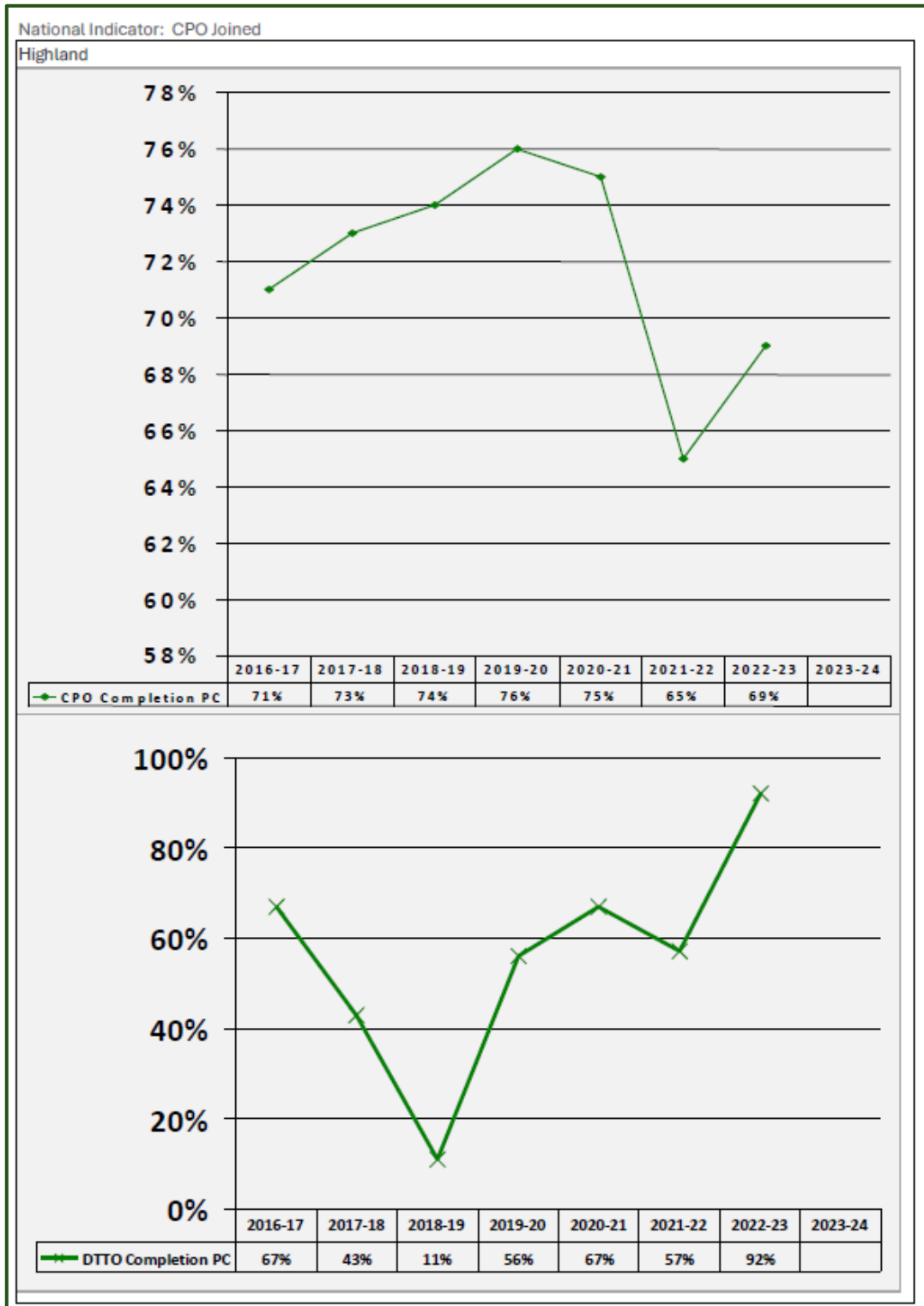
Outcome: More people access services to support desistance and successfully complete community sentences

Indicators: Percentage of:

- i. Community Payback Orders successfully completed;
- ii. Drug Testing and Treatment Orders successfully completed.

Assessment of the data for this outcome by CJS indicates:

- That the number of CPO completions shows no emerging pattern, against the desired direction of increase;
- That the small numbers of DTTOs means that the percentage of completions is not statistically valid.



CJS acknowledges that the local use of DTTOs is ‘nuanced and complex’, especially when set alongside the use of Structured Deferred Sentences and of CPO’s with Drug

Treatment requirements. Analysis of the statistics for CPO's and DTTO's has not yet been published, but will be included in future reporting.

Local Evidence:

- i. Availability of local programmes to support desistance from domestic abuse and sexual offending;*
- ii. Availability of referral pathways to support the needs of local population on community disposals;*
- iii. Mechanisms are in place to understand the views of people with experience of community disposals to support improvement;*
- iv. Mechanisms are in place to understand the views of the community justice workforce with regard to supporting the needs of people subject to community disposals to support improvement.*

A range of programmes and interventions were offered by the Justice Social Work Teams, including:

The Caledonian Programme for people who have Domestically Abused;

Moving Forward: Making Changes (MFMC) which is being replaced by Moving Forward to Change (MF2C) for people who have committed Sexual Offences;

Drug Treatment and Testing Orders (DTTO) / DTTO2 for individuals who offend mostly due to substance use and would like to change their lifestyle.

It is often found that some of the requirements for CPOs are not suitable in Highland unless Justice Social Workers and/or Justice Officers complete the work themselves. The mandatory nature of a Community Payback Order can be at variance with the voluntary ethos that would normally underpin Drug, Alcohol and Mental Health treatments. This can mean that such interventions are rarely used, although CPO requirements for these areas of need could be extremely beneficial to individuals who have been assessed as potentially benefitting from them.

Justice Social Work (through Highland Council) has contracts with Third Sector organisations who offer support, interventions and guidance to individuals completing a CPO. There are clear referral pathways for these providers and whilst some provision is only available in the Inner Moray Firth area, others provision is Highland-wide.

As an individual progresses through their order there are regular reviews, and an opportunity to adjust goals and agreed outcomes. On completion of an order, individuals are offered an anonymised feedback form which enables the team to reflect on the effectiveness of the programme and introduce improvement.

Community Payback teams around Highland have worked effectively in partnership with Community Councils, trusts and Third Sector organisations to complete useful unpaid work projects. During the year, project beneficiaries across different communities reported being 100% happy with the standard of work completed, with activities being well managed and supervised. All beneficiaries reported being willing to have these types of projects done again by the CPO Unpaid Work scheme.

The CPO Officers reported anecdotally that their clients were largely benefitting from the structure and work of the CPO unpaid work requirement. Some continued to volunteer at their placement after the order was complete, or even start up a small business in response to an identified gap in the market. One client was quoted as saying:

“I just want to say thank you for your help to get my hours done and for the chats we had made me believe in myself again.”

In the course of the year areas for improvement and expansion were also identified and addressed. For example, in Caithness the recognition of a lack of SMART provision led to collaboration with the NHS to offer a group in Caithness east with the NHS providing another in the west.

The increasing demand for community sentences means that Community Payback unpaid work teams can be stretched. There is recognition of the need for ongoing training for teams around Trauma-Informed Practice. It was also acknowledged that though some clients move on positively after their order is completed, many can be at a loss afterwards.

Raising public awareness of the benefits of community payback in order to increase offers of projects and placements around Highland and reduce stigma has provided the impetus to create the new post of Senior Development Officer which was filled in January 2024.

Priority Action Six

Ensure restorative justice is available across Scotland to all those who wish to access it by promoting and supporting the appropriate and safe provision of available services

Nationally determined outcome and indicators:

There is no nationally determined outcome, and whilst there is real interest amongst a number of HCJP partners and others (including Action for Children) to build some capacity for restorative justice in Highland, development has been hampered through lack of resource and leadership.

National Aim 3

Ensure that services are accessible and available to address the needs of individuals accused or convicted of an offence

Priority Action Seven

Enhance individuals' access to health and social care and continuity of care following release from prison by improving the sharing of information and partnership-working between relevant partners

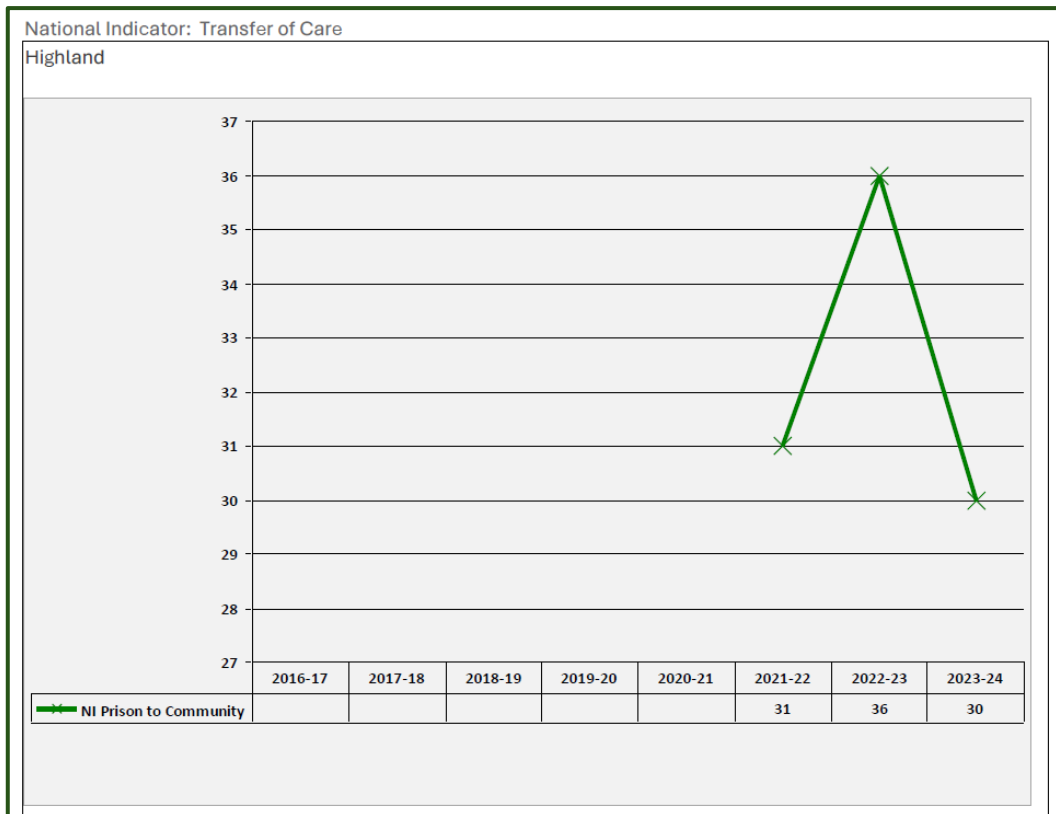
Nationally determined outcome and indicators:

Outcome: More people have access to, and continuity of, health and social care following release from a prison sentence

Indicators: Number of transfers in drug/alcohol treatments from:

- i. custody to community.

The number of transfers in drug/alcohol treatments from custody to community shows no emerging pattern due to insufficient data. The desired direction is to increase.



Local Evidence

- i. *Health and social care circumstances/care plans are reflected in collaborative plans for release;*

- ii. *Referral pathways and information sharing arrangements are in place to support timely access to health and social care supports upon release.*

The Highland Community Integration Plan (HCIP) was delivered in partnership with Scottish Prison Service (SPS), NHS Highland and Justice Social Work with a range of third sector agencies providing community support.

The HCIP was initially established within HMP Inverness in December 2020, with set criteria for those living in the Inner Moray Firth area with drug and alcohol issues. It is a multi-agency project which has been successful in terms of assisting those who are returning to the community from prison to assess their needs and tailor plans to support them on their release.

For those who wish to engage with the HCIP, liberation planning begins at 6 weeks prior to release, attended by partners including NHS, prison-based and community-based social workers, local authority housing, New Routes, and other third sector agencies.

The *My Compass* assessment tool was used to highlight individual needs prior to release allowing a focus for appropriate referrals prior to liberation. Particular attention was given to individuals assessed as being at risk of suicide on liberation, with a case conference called to clarify the factors relating to the release that needed to be addressed and a plan for support drawn up.

There has been a focus on specific training for prison staff to understand and promote positive pathways for those in their care, including promoting better understanding of community partners and what they are able to offer.

The HCIP model allows for structured and supported liberation from prison, aiming to avoid the “cliff edge” often faced by those re-entering their communities. The model aims to support individuals to re-engage with their communities and address any perceived barriers to accessing services through structured support.

Families Outside reported that these developments over the period contributed to better partnership working and service visibility for family members of people leaving custody. SPS colleagues reported better communication across a range of partners and better planning to support people on liberation from prison.

Priority Action Eight

Ensure that the housing needs of individuals in prison are addressed consistently and at an early stage by fully implementing and embedding the Sustainable Housing on Release for Everyone (SHORE) standards across all local authority areas

Nationally determined outcome and indicators:

Outcome: More people have access to suitable accommodation following release from a prison sentence

Indicators: Number of:

- i. homeless applications where prison is last known address.

Assessment of the data for this outcome by CJS indicates:

The number of homelessness applications where prison was the property the main applicant became homeless from, shows no recent pattern, although there was a significant decrease to 2019-20 in line with the desired direction.



Local Evidence

- i. *SPS admissions and liberations information is shared with relevant partners to support suitable accommodation planning;*
- ii. *Proportion of admissions where housing advice was provided;*
- iii. *Percentage of people leaving prison who have been housed by the local authority and have maintained tenancy for more than 1 year.*

As part of the Highland Community Integration Plan (HCIP) described above, Housing partners (including local authority housing) played a central role in its delivery. The *My Compass* assessment tool used in HMP Inverness identifies housing issues at an early stage.

For people on licences, Justice Social Work and the Highland Council's Housing Department worked closely together when liberations were taking place, including

planning ahead of time where the person ought to present as homeless. HMP Inverness has good links with housing providers and with the local Citizens Advice Bureau which supports planning for liberation. Where the individual is a Registered Sex Offender, Police, Housing and Justice Social Work, work together compiling Environmental Risk Assessments.

The HCIP supported a pilot project with FIT homes (Albyn Housing) securing accommodation for individuals with more complex needs (in particular, substance misuse) ensuring good links with substance misuse services. Housing partners provided input around FIT Homes for vulnerable/homeless clients to a Sheriff’s annual event highlighting the opportunities this presents when considering sentencing. Areas for development and improvement have also been identified, particularly around increasing demand and the limits of housing supply.

Priority Action Nine

Enhance individual's life skills and readiness for employment by ensuring increased access to employability support through effective education, learning, training, career services and relevant benefit services

Nationally determined outcome and indicators:

Outcome: More people with convictions access support to enhance their readiness for employment

Indicators: Participation in employability services:

- i. percentage of people with convictions.

Assessment of the data for this outcome by Community Justice Scotland (CJS) indicates that the percentage of people referred to No One Left Behind (NOLB) employability programmes with a criminal record shows no emerging pattern due to insufficient data. The desired direction is to increase.

National Indicator: Employability	
Highland	
Employability Data	
	2023-24
NI Percentage of participants with Criminal convictions	5
Number of participants with Criminal convictions	27

Local Evidence

- i. *Effective links between the Local Employability Partnership (LEP) and Community Justice Partnership supports:*
 - a. *local employment, education and training providers to respond to the needs of those with convictions;*
 - b. *local employment, education and training providers are confident and competent in providing effective conviction disclosure support;*
 - c. *local employers to develop more inclusive recruitment processes and employ people with convictions;*
- ii. *Referral pathways are in place to connect people to appropriate services and support:*
 - a. *at commencement of, during and at the end of a CPO;*
 - b. *following release from custody.*

Employability partners including Skills Development Scotland (SDS) and the Department of Work and Pensions (DWP) contribute regularly to the HCJP. HMP Inverness has a well-established Life Skills facility, with a dedicated officer, running regular employability training as part of the Life Skills course. This included CV building, budgeting and mock interviews, in partnership with Fife College, all of which helped to develop personal skills, build confidence and enhance opportunities for individuals. The Life Skills Officer is proactive in engaging with local employers to establish connections and potential routes to employment.

SPS has a national partnership with the DWP. HMP Inverness has a strong connection and effective working relationship with the local DWP and Job Centre+. This includes the provision of a prison work-based coach, who attends the Links Centre on a regular basis and scheduled quarterly employability events. The DWP arranged two employability events through the year (one promoting work in hospitality and one focused on construction). Also, in the course of the year the DWP ran a pilot scheme designed to allow people to apply for Universal Credit prior to liberation from custody.

The CJP funded two initiatives in 2022-23 (*Dragon's Den* and *Small Change for Justice*) to support organisations involved in CPO's and providing work opportunities for those who had experienced the justice system. The end of project reports were presented in 2023-24, highlighting a number of imaginative activities.

APEX Highland embarked on a new project which involved reclaiming wood destined for landfill, burning or dumping. Using this wood, they were able to recycle and make planters, benches, tables, bird boxes and other items. This project was a massive inspiration for our clients to recycle and make items for local charities, churches, schools and personal use, whilst engaging in sustainability and making an impact on the local community ... 18 clients participated, registering a total of 133 attendances (931 hours), 3 of which progressed into volunteer mentor roles and 1 individual gained part time employment with Apex Highland.

New Start Highland provides a platform for training people either with a background of offending or at risk of being involved in offending behaviour. People gained a range of qualifications and work experience, but most specifically, a PAT testing qualification. This has contributed to New Start Highland's service which provides household and electrical goods free of charge or at a very low cost to people experiencing poverty or crisis in the local area. The project worked with 14 people ... and supported them as they carried out meaningful work experience. All had an induction and gained qualifications including manual handling, emergency first aid at work, fire awareness and a forklift certificate. All achieved SQA work related and life skills modules and one gained the "Certificate of Work Readiness".

SDS continued to work in schools across Highland and have continued to develop their responses to the opportunities arising in the Inner Moray Firth area, particularly in relation to the Green Freeport.

Café 1668 is a social café in central Inverness operated by the HTSI in line with the previous CJOIP to provide a warm welcome, nourishing food and a safe space for all. The Café offered hot food and drinks free of charge to those in need three days each week, with staff on hand to offer support, identify and signpost people to services which are relevant to their needs. Several monthly drop-in sessions were offered, including *Cuppa with a Copper*, *Homeless Mental Health Drop-in* and *Voiceability*.

The Café also hosted individuals who are fulfilling their Community Payback Orders providing opportunities to learn hospitality and other skills.

Priority Action Ten

Enhance community integration and support by increasing and promoting greater use of voluntary throughcare and third sector services

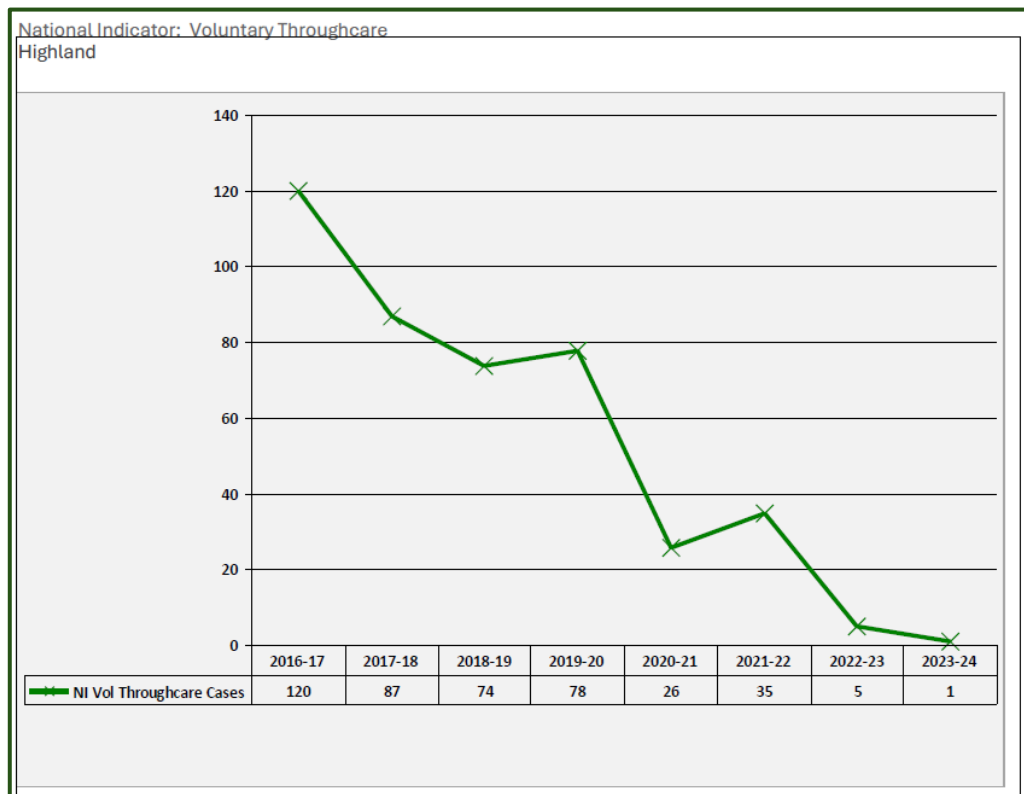
Nationally determined outcome and indicators:

Outcome: More people access voluntary throughcare following a short term prison sentence

Indicators: Number of:

- i. voluntary throughcare cases commenced.

Assessment of the data for this area indicates that the number of voluntary throughcare cases commenced shows an emerging pattern of decrease, where the desired direction is to increase.



Local Evidence

- i. Mechanisms are in place for partners to support people serving short term sentences;
- ii. Proportion of people liberated from short term custody:
 - a. made aware of support;
 - b. accepting support offer;
 - c. with a co-ordinated pre-release plan in place;
- iii. Mechanisms are in place to understand the views of people accessing voluntary throughcare to support improvement;
- iv. Mechanisms are in place to understand the views of community justice partners in delivering voluntary throughcare to support the needs of people leaving short term custody.

HMP Inverness worked under a national contract with APEX Scotland (New Routes), who provided voluntary Throughcare on release and prison mentoring. This included elements of pre-liberation planning and meeting individuals on release.

Some voluntary Throughcare provision was also available through the Justice Social Work team, although their capacity to provide throughcare support was limited due to recruitment and staffing challenges. However, all prisoners serving short-term prison sentences who are not subject to statutory prison licences on release are eligible to request this service from justice social work.

There was recognition that the provision of voluntary throughcare in Highland has been limited, as evidenced also by the assessment of the national indicators. Looking ahead, the provision of the voluntary National Throughcare Service will lead to improvement in this area of work.

National Aim 4

Strengthen the leadership, engagement, and partnership working of local and national community justice partners

Priority Action Eleven

Deliver improved community justice outcomes by ensuring that effective leadership and governance arrangements are in place and working well, collaborating with partners and planning strategically

There is no nationally determined outcome in this area, however during 2023-24, a number of activities contributed to progressing this priority and addressing the need for local evidence, including:

- i. *Mechanisms are in place to support engagement in each local authority, specifically:

 - a. a community justice outcomes improvement plan (CJOIP);
 - b. a participation statement;
 - c. an annual report on progress towards nationally and locally determined outcomes;*
- ii. *Mechanisms are in place to support an effective interface between national partner organisations and their local representatives within Community Justice Partnerships;*
- iii. *Evidence of mechanisms to engage non-statutory partners in strategic planning;*
- iv. *Use of the Care Inspectorate 'self-evaluation guide to support quality improvement for community justice in Scotland', with focus on Leadership and Direction.*

The HCJP Terms of Reference were reviewed in June 2023 and partners agreed that no changes were required at that stage. The HCJP's place within local Community Planning Partnership structures is clear, as are lines of communication and accountability.

The primary focus for the HCJP in 2023-24 was the finalisation of the new HCJOIP. Development work had taken place over a two year period, culminating in a final development session in November 2023.

This consultation and development process was generally positive. Engagement with a number of partners was productive and effective. This included helpful input from partners including Police Scotland, Scottish Prison Service, Highland Council JSW, Highland Council Housing, Highland Council (elected member), Scottish Fire and Rescue Service, Department of Work and Pensions, Skills Development Scotland, Highland ADP, NHS Highland, Scottish Children's Reporters Administration and the University of the Highlands and Islands.

Not only did the Highland Third Sector Interface host the posts of CJP Manager and the Senior Development Officer and support the role of independent chair, it also facilitated strong links with wider third sector partners. During the year APEX Highland, Families

Outside and Rape and Sexual Assault Service Highland (RASASH) all contributed to the work of the Partnership.

Emerging from the HCJOIP development process was the need to reflect upon, and renew the structures of the HCJP. Work commenced in 2023 to review current structures and proposals are being carried forward for implementation in 2024-25 to strengthen the partnership as a whole and its planning and delivery processes.

Priority Action Twelve

Enhance partnership planning and implementation by ensuring the voices of victims of crime, survivors, those with lived experience and their families are effectively incorporated and embedded

There is no nationally determined outcome in this area, however, there was significant engagement through the year linked to the development of the CJOIP, and this has included with families, victims and wider communities.

The HCJP organised regular Community Justice Forums, bringing together community groups, third sector agencies and others on a quarterly basis. The forum served as a conduit for information, getting messages and information about community justice out to a wider audience, but also hearing from and receiving input from that wider audience.

Victim Support Scotland (VSS) have had a strong presence across Highland, and especially in the Justice Centre in Inverness. In the course of the year they provided professional support to vulnerable witness and victims of crime and within the Justice Centre setting they provide links with court-based partners. In addition their administration of the Emergency Assistance Fund has provided practical support and improved security for many victims, including significant numbers of victims of gender-based violence.

Priority Action Thirteen

Support integration and reduce stigma by ensuring the community and workforce have an improved understanding of and confidence in community justice

Nationally determined outcome and indicators:

More people across the workforce and in the community understand, and have confidence in, community justice.

Local Evidence

Community justice partner contribution to joint activity across policy areas to tackle stigma.

Already mentioned was the HCJP funded *Dragon's Den* initiative to support community projects. Two additional end of project reports outline initiatives which had tangible community impact.

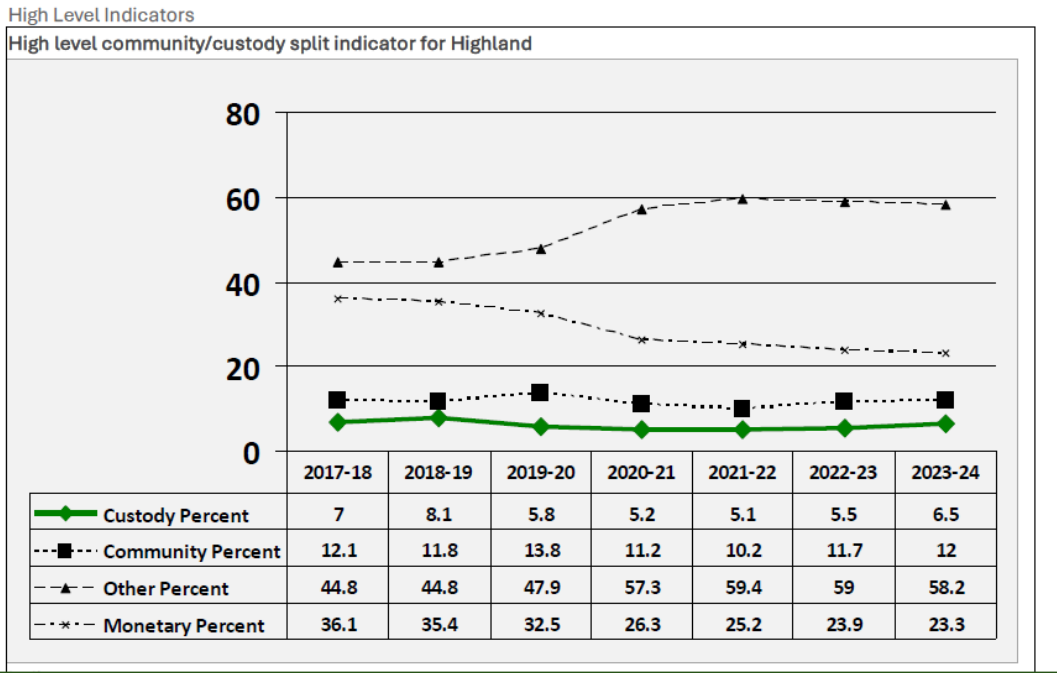
Lochaber Hope offered a two part project: (i) Early intervention working in schools with young people and in particular young people who were not engaging with school and with no positive destination, or were engaging but noncompliant due to several factors including lack of tools and resilience to cope with the pressures of school and learning environment. (ii) New Connections, bringing people together in the community to rekindle dreams and aspirations and provide a place to belong to and be part of. Our most disadvantaged community members came together with those who are advantaged and socialise, find commonalities, and activate motivation and momentum resulting in increased positive psyche.

Care And Learning Alliance (CALA) worked within HMP Inverness to tailor and deliver programmes of support that best met the needs of individual families. There was a focus on strengthening and maintaining family ties with fathers in prison and their children, especially those unable to see their children regularly because of distance ... the project was set up to both support father's understanding of the importance of play in their child's learning and development and provide fun and easy connections between father and child at family visits while also providing a link (memory) for the child between each visit.

There was also work done strategically to strengthen links with other partnerships. Positive links continued to develop with the Highland Alcohol & Drug Partnership (HADP) who contributed to partnership meetings as well as providing funding for activities which were of shared interest to the HCJP and the HADP. Links were also strengthened with the Highland Violence against Women Partnership (HVAW). Members of the HVAW partnership presented to the CJP meeting in March 2024, and areas of collaboration around gender-based violence in Highland were identified, including the Multi Agency Risk Assessment Conference (MARAC) processes, addressing work with people who have domestically abused.

At a strategic level, assessment of the data by CJS indicates there is an indication of a positive change in sentencing. The desired national direction is for a decrease in the percentage of custody disposals compared to other disposal groups (including community sentences, fines and compensation and other disposals such as admonishment, absolute discharge and a range of orders relating to mental health).

The emerging pattern in Highland is of a decrease in custodial sentencing, in line with the desired direction.



The work of the Highland CJP – Looking ahead

The first half of the year 2024-25 saw significant change in the leadership of and support for the CJP. The support team, namely the manager and the Senior Development Officer were new in post, and the role of Independent Chair was recently filled by an experienced leader who has brought insight and connectivity across the partnership and beyond.

With the publication of the Highland CJOIP in June 2024, the focus has shifted on to the creation of a new structure for the HCJP and the development of outcomes focussed delivery plans. These two facets are closely linked, and together present opportunities to refresh and refocus the work of the Partnership.

The proposed HCJP structure will build on the four National Aims and the associated priority actions, with two delivery groups reporting to the HCJP strategic group which will co-ordinate the partnership's work and have direct accountability to the Highland CPP and Community Justice Scotland.

Work is at an advanced stage to prepare clear action plans for the HCJP as a whole, and for its constituent groups, with clear baselines to measure improvement from. These plans will prioritise delivery and link clearly with the reporting responsibilities that the HCJP has from the Community Justice (Scotland) Act 2016.

Whilst the HCJP will be structured around the national aims, it will also take forward the priorities of the HCJOIP, recognising the central role that local planning and engagement has played in identifying relevant priorities and delivering positive outcomes.

Further opportunities will arise from the opening of HMP Highland in the near future in creating new working relationships and approaches within a more open and inclusive context. Linked to this are the opportunities which will emerge with the commissioning of the national voluntary throughcare service which it is anticipated will support the HCJP in addressing one identified area of weakness.

Closer ties with the Inverness Justice Centre and the partners based there will be pursued. There is recognition of the pressures faced within the court settings across Highland and the HCJP would wish to gain a clearer understanding of the challenges and create processes which make engagement more meaningful and productive.

The ongoing development of stronger partnership links with the HADP and HVAW partnership will continue, as will re-establishing the presence of VSS and other victims-focussed organisations at the heart of the partnership. Linked with this is the need to constantly develop trauma-informed practice and approaches which recognise the value of lived experience.

The Nugent report identified the very positive experiences of women who had come into contact with Justice Social Work, however it also highlighted issues around the up-tariffing of sentences that appear particularly to impact women. Further insight is required to inform future responses to this.

The Scottish Fire and Resucue Service have identified areas of cross-over with their Highland delivery plan, and based on experiences elsewhere across Highlands and Islands, see opportunities for closer working with partners especially with younger people around the Fireskills programme, anti-social behaviour projects and road/driving issues.

A clear deficit identified in the review of the HCJP's work is the lack of mechanisms to gather evidence of outcomes and to ensure that the voices of victims, families, communities and others with lived experiences are brought to the heart of the HCJP's planning and delivery. There have been attempts to address this by individual partners, but in developing delivery plans for the upcoming year, this has been identified as a collective responsibility, requiring a coordinated approach.

On a broader theme, it is also recognised that further work needs to be developed to interact with local communities, to inform peoples' understanding of community justice, and why approaches such as Community Payback Orders and other community sentences can be more effective in addressing crime and ultimately reducing the numbers of victims of crime. With this aim in mind it is proposed that the HCJP will develop a clear communications plan, which will include a commitment to engagement with communities across Highland.

Perhaps the greatest challenges and risks relate to the best use of the resources at the disposal of partners, linked with the scope of our ambition. The creation of new structures and the implementation of new delivery plans carry the risk of overloading already busy partners, and progress (and expectations) will need to be managed carefully.

If you would like to find out more about the Highland Community Justice Partnership, then please visit:

[Community Justice Partnership | HTSI main \(highlandtsi.org.uk\)](https://highlandtsi.org.uk)

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HIGHLANDS & ISLANDS
**MULTI-AGENCY PUBLIC PROTECTION
ARRANGEMENTS**

2023/24

MAPPA ANNUAL REPORT

Multi Agency Public Protection Arrangements

We are pleased to present the Annual Report 2023/24 on the operation of the Multi Agency Public Protection Arrangements (MAPPA) in the Highlands & Islands area.



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Foreword

Welcome to the Multi Agency Public Protection Arrangements (MAPPA) Annual Report for the Highland and Islands area for 2023/24. I was appointed as the first Independent Chair of the Highland and Islands Strategic Oversight Group (HIMSOG) in February 2024. Firstly, I would like to thank the outgoing Chair, T/Detective Superintendent Mark Czerniakiewicz for his work in leading the HIMSOG during much of 2023/24. Of equal importance, I would like to express my thanks on both our behalf to all those involved in MAPPA for their contribution during the year.

The fundamental purpose of MAPPA is public protection and managing the risk of serious harm posed by certain individuals who have committed sexual and violent offences. This is what everyone involved in MAPPA is striving to achieve. Within Highland & Islands, the HIMSOG ensures that MAPPA is performing to the agreed standards set out in the Scottish Government MAPPA National Guidance (2022); that Duty to Cooperate and Responsible Authorities are working together to effectively reduce the risk that individuals subject to MAPPA pose to the community; and that strategic planning is improving performance.

The number of registered sex offenders returned to custody for breaching their statutory conditions remains very low at 1.46% compared to the national average of 7.24% (MAPPA National Overview Report 2022/23; note – 2023/24 data is not yet available). This is testament to the multi-agency work that underpins the successful operation of MAPPA. You will find more information about how MAPPA operates within the report, including case studies. I am confident the collaborative efforts of all those involved in MAPPA will continue to keep our communities safe in the year ahead.



Thank you

James Maybee

Independent Chair

What is MAPPA?

Multi-Agency Public Protection Arrangements (MAPPA) are a set of statutory arrangements of which the primary purpose is to maintain public protection and the reduction of serious harm. The protection of children, adults at risk and other members of the public are paramount. It is a structure by which registered sex offenders, mentally disordered restricted patients and other offenders who, by reason of their conviction, pose a risk of serious harm to the public are managed through the effective sharing of relevant information, and the assessment and management of that risk.

MAPPA was introduced in 2007 under the requirements of the Management of Offenders (Scotland) Act 2005 and is delivered under National Guidance. Legislation defines the Responsible Authorities and those with a Duty to Cooperate (DTC).

The MAPPA Guidance was updated and published on the 31st March 2022.



The Responsible Authorities within the Highlands & Islands are:

- The Highland Council
- Orkney Islands Council
- Western Isles Council
- Shetland Islands Council
- Police Scotland
- Scottish Prison Service
- NHS Highland
- NHS Orkney
- NHS Eilean Siar
- NHS Shetland
- The State Hospital for Scotland

These agencies are responsible for the assessment and management of risk presented by offenders who are subject to MAPPA. The NHS Boards and The State Hospital are Responsible Authorities in respect of Restricted Patients only and are deemed Duty to Cooperate Agencies in respect of Registered Sex Offenders.

The National Duty to Cooperate (DTC) agencies include:

- Scottish Children's Reporter Administration
- Department of Works & Pensions
- Electronic Monitoring Providers, e.g. G4S
- Registered Social Landlords
- any person/organisation providing services to, or on behalf of a Responsible Authority.

The DTC agencies are required to accept, provide and reciprocally share appropriate information to support the risk management planning of any offender subject of MAPPA.

Who are the MAPPA offenders?

There are 3 categories of offender eligible for MAPPA:

Registered sexual offenders (RSO) (Category 1)

Sex Offender Notification Requirements (SONR)

Sexual offenders who are required to notify the police of their name, address and other personal details and notify any changes subsequently.

Violent offenders (Category 2)

Offenders convicted on indictment of a crime inferring personal violence and who are on a community order or subject to licence following release. This Category is not enacted by the Scottish Government at this time.

Other Offenders (Category 3)

Individuals who are not required to comply with the SONR or those who are not restricted patients. Those might be individuals who have been convicted of an offence, and by reason of that conviction are required to be subject to supervision in the community by any enactment, order or licence. Individuals who are assessed by the Responsible Authorities as posing a high or very high risk of serious harm to the public at large. Individuals whose risk is assessed as requiring active multi-agency management at MAPPA Level 2 or 3.

Mentally disordered restricted patients (Category 3)

This category of offender comprises those subject to any of the following orders or directions:

- Patients who are detained following conviction under section 57A and section 59 of the Criminal Procedure (Scotland) Act 1995.
- Patients who are detained under section 57(2)(a) and (b) of the Criminal Procedure (Scotland) Act 1995 Compulsion Order with a Restriction Order (CORO) following a finding of unfitness for trial or acquittal by reason of mental disorder.
- Prisoners detained in hospital on a Hospital Direction under section 59A of the Criminal Procedure (Scotland) Act 1995 or a transferred prisoner on a Transfer for Treatment Direction under section 136 of the Mental Health (Care and Treatment) (Scotland) Act 2003.

How do the Multi Agency Public Protection Arrangements work?

MAPPA in Scotland has always been utilised to coordinate the management of those offenders in the community required to notify under the Sexual Offences Act 2003, commonly referred to as Registered Sex Offenders, and those offenders deemed Restricted Patients under Mental Health legislation.

Offenders eligible for MAPPA are identified and relevant information is shared across those agencies involved, or 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 multi-agency risk management plan in order that those risks can be monitored and minimised to protect the public. Convicted sex offenders are now subject to more checks than ever before. The sex offenders register ensures monitoring is in place and agencies can continue to work together to protect the public from known sex offenders living in the community.

The practical operation of MAPPA is performed within pre-set meeting structures at local authority level. Offenders subject to MAPPA will be managed at one of following 3 MAPPA Management Levels.

MAPPA Level 1: Routine Risk Management

In the vast majority of cases, the offender will be managed under the routine arrangements applied by the agency or agencies with supervisory responsibility, i.e. by Police Scotland alone, or jointly with Criminal Justice Social Work. In the case of a Restricted Patient, the NHS will be the lead agency. Level 1 is not applicable to MAPPA Category 3 Offenders, who once identified will only be managed under Level 2 or 3 Review processes.

MAPPA Level 2: Multi Agency Risk Management

This process is implemented where Risk Management Planning requires the active involvement of multiple agencies required to manage and actively reduce the risk of serious harm posed by an offender or where that management is complex and resource intensive. A number of factors will be considered in determining if an offender requires Level 2 management, this decision being the responsibility of the MAPPA Coordinator on receipt of a Referral and in consultation with the Responsible Authorities who consider the risk of serious harm thresholds are met. Those managed at Level 2 will be the subject of regular MAPPA review meetings through which a Multi-Agency Risk Management Plan is formulated, implemented and monitored.

MAPPA Level 3: Multi Agency Public Protection Panel (MAPPP)

From time to time, as with offenders managed at Level 2, 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 what could be considered normal. These offenders are often referred to as “the critical few” and, whilst managed under the same processes as Level 2 albeit more frequently, more senior representatives of the agencies involved will be actively involved in the formulation, implementation and monitoring of risk management plans.

All prisoners released from prison subject to MAPPA will have an agreed and robust risk management plan to resettle, monitor and supervise them back into the community safely.

We work closely with offenders to ensure they gain access to help and support to tackle (their criminal behaviours) the reasons and underlying causes why they have offended. This might be providing assistance with finding accommodation, helping with employment or offering treatment for drug, alcohol or mental health problems, including sex offender programmes to address their offending behaviour. This also means imposing tough controls. Offenders who are assessed as presenting a high risk of harm to the public are subject to very strict supervision and monitoring to help reduce that risk. This will inevitably mean that they have to

live in approved and manageable accommodation and may be subject to Electronic Monitoring (Tagging) for a period of time. They may also be restricted from visiting certain places, having contact with certain people and must report regularly to the Police Scotland Sex Offender Policing Unit (SOPU) or their supervising criminal justice social worker as well as receiving random unannounced visits to their home address. However, it is recognised that the vast majority of offenders do not receive custodial sentences are instead dealt with through the court system by way of a community based disposal/order under the supervision of Criminal Justice Social Work (CJSW).

In terms of risk or actions required to manage such, MAPPA will strive to manage offenders at the lowest possible level relating to assessed risk; therefore, to reflect change in this level of risk offenders can move either up or down levels in order that resources are commensurate with that perceived risk.



The oversight of MAPPA

The operation of MAPPA is directed and overseen by the Highlands & Islands Strategic Oversight Group (HIMSOG). This Group consists of senior representatives from each of the Responsible Authorities, with representatives of the Duty to Co-operate agencies attending as appropriate or necessary. The group meets three to four times each year (or on an emergency basis). This has served to reinforce the remit of the group and provides a business structure, the key areas being:

- **Business Planning, management and resource allocation**
- **The Publication of an Annual Report**
- **Significant Case Review**
- **Training**
- **Adherence to updated National MAPPA Guidance and other relevant protocols**
- **Quality assurance and the Review of the Performance of MAPPA**
- **Compliance with Risk Register**

MAPPA remains well established across the Highlands & Islands area with the reporting year seeing continued refinement of the operation of MAPPA, with ongoing review of practice and process locally and nationally in an effort to improve our ways of working.

The level of further sexual or violent offending committed by Registered Sex Offenders across the Highlands & Islands has remained very low year on year since MAPPA began in 2007, although any further offending is of concern to the Responsible Authorities and our communities. It is recognised that, on occasions, offenders managed under the MAPPA will commit, or attempt to commit, further serious crimes and when this occurs a process of Case Review is initiated within MAPPA. The level of review undertaken will be determined by the nature and seriousness of alleged further offending and is intended to examine the actions or processes employed by the agencies involved to ensure that all reasonable actions had been undertaken and to capture any potential for learning that may enhance future work.

The reporting year has seen a slight increase in the Highlands & Islands of MAPPA managed offenders being “outed” by various groups (both internet and community). However, when an ‘outing’ occurs, primarily with groups of people assembling outside an individual’s property, evidentially family members and neighbours feel the greatest impact, and this can be an upsetting experience for all concerned.

Outcome of ‘outings’ can be:

- Emergency accommodation identified for individuals may be unmanageable for health needs or in an inappropriate area due to the urgency of any move.
- Neighbourhoods where an ‘outing’ has occurred feel the media attention (including social media) has a detrimental impact on the area.
- Wrong address may be identified and continue to be targeted.
- Vacated property may continue to be targeted resulting in future occupants (not managed under the MAPPA process) being targeted.
- Damage to properties of either the individual being pursued or the wrong occupant – in the case of a Local Authority property, the cost for repairs falls to the housing provider/owner.

Initial Case Reviews

The HIMSOG continues to build on national guidance and local review findings in its process for reviewing all Initial Case Reviews (ICRs). An ICR takes place when the following occur:

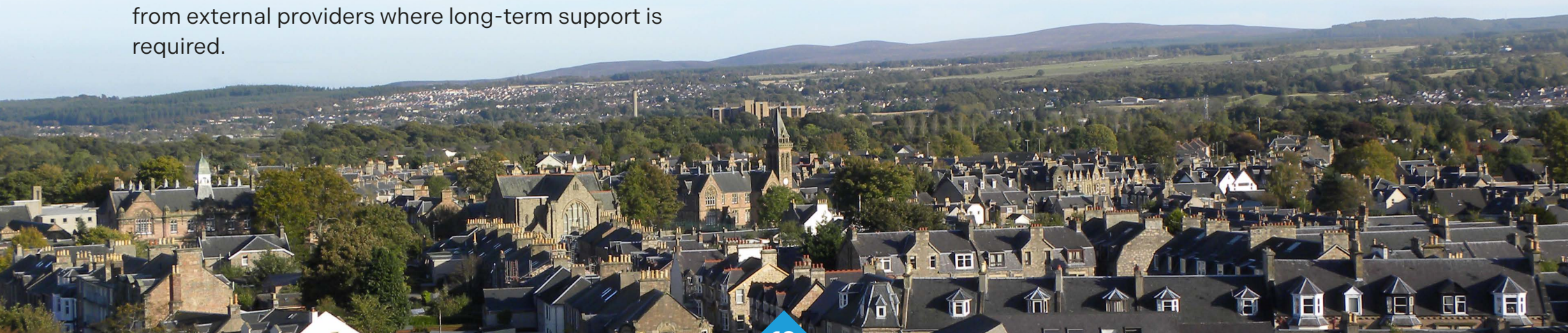
- When an offender managed under MAPPA at any level is charged with an offence that has resulted in the death or serious harm to another person, or an offence listed in Schedule 3 of the Sexual Offences Act 2003;
- Significant concern has been raised about professional and/or service involvement, or lack of involvement, in respect of the management of an offender under MAPPA at any level;
- Where it appears that a registered sex offender being managed under MAPPA is killed or seriously injured as a direct result of his/her status as a registered sex offender; and
- Where an offender currently being managed under MAPPA has died or been seriously injured in circumstances likely to generate significant Public concern.

Environmental Risk Assessments (ERA)

The Role of Public Protection (Housing) The National Accommodation Strategy for Sex Offenders (NASSO) sets out parameters and minimum standards for conducting Environmental Risk Assessments. An Environmental Risk Assessment is carried out to ensure that an address is manageable for an individual to reside at and safe for those persons residing in the vicinity. The following are the various aspects of the work undertaken by Housing Services to keep the public safe as part of their remit:

- Housing advice is provided ensuring the individual's health and support needs are met. Any accommodation identified will have been assessed and approved or deemed manageable by the Lead Agency.
- Support required can either be provided on a short-term basis from Public Protection SOLO (Housing Services) or from Area Housing Teams or by commissioning support from external providers where long-term support is required.

- Temporary accommodation can also be provided where an individual is leaving custody and has no safe, secure, or appropriate accommodation to return to. Temporary accommodation locations are subject to regular change to ensure public safety and the needs of the individual's safety, and to ensure the safeguarding of the surrounding community.
- Home Leave facilities to reintegrate individuals back into the community in some areas are also available but very limited.
- Environmental Risk Assessments are completed on an annual basis to ensure the accommodation continues to be manageable and that all neighbourhoods are reviewed and remain assessed as being approved or deemed manageable by the lead agency.



The Parole Board for Scotland

The parole process is a system that enables some offenders to be released on licence in the community under the supervision of a community based social worker. If an offender is released on parole, they are subject to be recalled to prison at any time if they breach the terms of their licence. Parole is only granted where the Parole Board is satisfied that the risk presented by the offender can be managed in the community.

The Parole Board for Scotland is a Tribunal Non-departmental Public Body whose members are appointed by the Scottish Ministers. The Board has a number of statutory functions but operates independently from the Scottish Government. Directions made to Scottish Ministers by the Board about early release of an offender are binding, with the exception of deportation cases and applications for compassionate release where the Board will offer advice only. The MAPPA process takes account of the parole position and plans for the potential release of “High Risk” offenders within our area by means of contingency planning should liberations occur.



Case Study 1

Mr D was convicted of possessing and distributing indecent photographs of a child and of several charges of lewd and libidinous conduct with a child. He was sentenced to serve a three year period of custody, indefinite registration requirements and an indefinite Sexual Offences Prevention Order (SOPO) which have now been replaced by Sexual Harm Prevention Orders (see 'Explanations' section).

The SOPO contained numerous conditions prohibiting any unsupervised contact with children and young people and restricting his access to one internet accessible device and providing details surrounding that device (passwords/ no encryption software or deletion of histories). This device would be available to agencies to check compliance on each and every contact with Mr D, both announced and unannounced contact. Police monitoring staff would inspect using specialist software identifying any inappropriate use. They would also check, in particular, for content relevant to persons under the age of sixteen.

A MAPPA Level 2 referral was submitted prior to Mr D's release from prison and a MAPPA meeting was convened to share information, assess the risks that Mr D posed and to develop a comprehensive multi-agency risk management plan to manage the identified presenting risks. The plan was supported by offence focused intervention outcomes whilst in prison and a forensic psychology assessment. Mr D was assessed as posing a 'High Risk of Serious Harm' on release

and it was decided that he would continue to be managed at MAPPA level two.

Following his release from prison he failed to attend his first and initial appointment with Criminal Justice Social Work Services sighting communication issues. Although he was seen to further comply with attended subsequent appointments, his response to supervision was assessed as superficial at best and raising concern. During the period of management in the community, Mr D's attendance at a local library had been raised and shared with MAPPA partners, swift investigations occurred, and it was established quickly that Mr D had breached the conditions of his SOPO by attending a local library where children were in attendance and using the internet to access sites and social media platforms relative to persons under the age of 16 years.

Proceedings were hastily undertaken against him in respect of the breach of the SOPO and he was immediately detained in custody and subsequently sentenced to a further period of imprisonment.

Local learning was achieved in this case and Mr D's SOPO remains in force and his behaviours will continue to be monitored by the responsible authorities and duty to co-operate agencies under the MAPPA framework, when he is again residing in the community.

2023/24 Overview

The Highlands & Islands Strategic Oversight Group (HIMSOG) should be reassured that the operation of MAPPA within the area is operationally sound. This is supported by the standard Key Performance Indicators (KPIs) and quality assurance processes measuring the overall performance of MAPPA. There is strong evidence of good working relationships throughout the area at an operational level with excellent self-assessment processes embedded in local procedure.

Police Information Sharing Protocols

Meetings have been convened by Police Scotland with COSLA, Social Work Scotland, Local Authorities, Health representatives and the Scottish Government in relation to process change of how police information with MAPPA partners might change in the future. Police Scotland welcome the collective support and commitment of partners to the development of national Information Sharing Agreements and have established both stakeholder and governance groups with a view to working together to find solution(s) to the identified issues. However, local information sharing agreements (ISP's) and memorandum of understandings (MOU) that underpin MAPPA have been reviewed with the view to receiving sign off from the responsible authorities whilst the national position remains. The revised information sharing agreements will include which systems and other means of information sharing are used and the potential to implement a new information management system MAPPS

being developed by the Home Office looks like it may not be operational until 2026.

Highlands & Islands MAPPA Strategic Oversight Group

For the first time, the HIMSOG appointed an experienced Independent Chair in February 2024. This is in recognition of the significant competing demands on the Responsible Authorities.

Remit

- To promote the development of good practice at operational level within the MAPPA environment, including monitoring and analysing the use of current MAPPA guidance and documentation
- To promote and enhance joint working arrangements with related public protection environments in areas of shared concern e.g. Child Protection and Adult Protection
- To have oversight of the work carried out by the MAPPA Self Evaluation, Audit & Training Groups
- To ensure the timely and effective communication of issues requiring consideration by the MAPPA Strategic Operational Group
- To review and audit MAPPA procedures
- To promote MAPPA amongst agencies and in the public domain.

NHS Public Protection

Evidence reflects key recent policy and practice developments, findings from Scotland's Independent Care Review and subsequent publication of The Promise, and a range of sources including inspection findings and reviews of cases where children and adults have died or been significantly harmed. The Framework is intended to guide Health Boards in assessing the adequacy and effectiveness of their public protection arrangements at both strategic and operational levels and to inform existing Health Board and shared multi-agency governance and assurance arrangements, covering all levels of staff including independent contractors. The aim is to ensure greater consistency in what children, adults at risk of harm, and families can expect in terms of support and protection from health services in all parts of Scotland. The HIMSOG are sighted on the content and are pleased to announce that these standards are fully met and each area has competent and committed NHS strategic and operational representation.

Housing

In terms of trend behaviour the Highlands & Islands continues to see increased numbers of offenders travel to our area from areas such as England & Wales after legislative orders/licences have been completed and individuals are free to travel for a number of reasons which has been reported in national media outlets. There are a number of differing individuals rationale for doing this, nevertheless MAPPA services and partners are alive to the impact on additional services such as housing, health and support services

and work with partners outwith our area to manage these increases. Changes in local connections to the Highlands & Islands housing legislation has been modified in order to address future homelessness. This in itself will likely impact in small numbers of offenders accessing social housing out with their own area of local connections. Subsequently we have also seen an increased number of transfer requests both cross border and from other areas in Scotland to have offenders managed in our area. Therefore, before outcomes and decisions are made a multi-agency discussion is established to consider the wider impact on our agencies and our community.

Sexual Harm Prevention Orders (SHPO) and Sexual Risk Orders (SRO)

On the 31st March 2023, two orders were introduced in Scotland, which can be applied to people who have committed sexual offences and / or are deemed to be at risk of causing sexual harm. These orders form part of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016: www.legislation.gov.uk/asp/2016/22/contents/enacted

- 1 Sexual Harm Prevention Order (SHPO):**
This replaces the SOPO (Sexual Offences Prevention Order) and the FTO (Foreign Travels Order).
- 2 Sexual Risk Order (SRO):**
This replaces the RSHO (Risk of Sexual Harm Orders). The Sexual Risk Order (SRO) is a civil order and so does not require a criminal conviction in order for it to be applied.

The Year Ahead

The NHS Public Protection and Accountability and Assurance Framework (PPAAF) sets out exemplar evidence of high-quality, safe, and effective services that promote the protection of children and adults. Evidence reflects key recent policy and practice developments, findings from Scotland's Independent Care Review and subsequent publication of The Promise, and a range of sources including inspection findings and reviews of cases where children and adults have died or been significantly harmed. The Framework is intended to guide Health Boards in assessing the adequacy and effectiveness of their public protection arrangements at both strategic and operational levels and to inform existing Health Board and shared multi-agency governance and assurance arrangements, covering all levels of staff including independent contractors. The aim is to ensure greater consistency in what children, adults at risk of harm, and families can expect in terms of support and protection from health services in all parts of Scotland. The HIMSOG are sighted on the content and are pleased to announce that the PPAAF has been adopted across the Highlands and Islands. Although the implementation is not yet complete in all areas, planning is well underway across the region and each area has competent and committed NHS strategic and operational representation.

Where implementation has taken place and the process completed, the benefits of establishing an objective evidence

base regarding the status of the services has been extremely valuable. In NHS Highland for example, this has led to the review of the Public Protection Governance and supporting operational structures with a focus on Adult Support and Protection.

National Accredited Training

National Accredited Training for MAPPA chairs remains outstanding and is currently a strategic risk within the Highlands & Islands; there has been a high turnover of staff and there are several new, relatively inexperienced managers who require training and support to take on this role. Nationally accredited training is due to be developed and delivered by Community Justice Scotland. However, an interim solution is required in order that standards and consistency is maintained.

Highlands & Islands MAPPA Operational Group

The Highlands & Islands area is establishing an operational group (Highlands & Islands MAPPA Operational Group HIMOOG) to support the strategic group with a membership that reflects the multi agency functions of the strategic group. Terms of reference for the group has been agreed specifying objectives, deliverables and timelines.

A HIMSOG development day is being held in late September 2024. This will focus on Improving Quality Assurance and Governance for MAPPA and will include considering

an improvement strategy for the HIMSOG. This will be facilitated by Hazel Kemshall, Emeritus Professor of Community and Criminal Justice at De Montfort University. Hazel is a leading expert in Multi Agency Public Protection Panels and the management of high-risk offenders in the community, risk assessment, and combining risk and desistance approaches to offender management.

HMP Highland

The new HMP Highland will accommodate 200 prisoners and will have the facilities to accommodate Young Persons or female prisoners overnight for court or other operational requirements. There will be a Community Integration Unit (CIU) for male prisoners to facilitate reintegration to the local community. Additionally, HMP Highland will have a purpose built visitor centre and recovery, employability and reintegration will be all be a key ethos of this new establishment, which is due to be complete in late summer 2026. Site update – Advance ground works have been successfully completed. The construction contract was awarded in April 2024 and the structural steelwork and offsite completion of houseblocks have commenced and are on schedule.

It's anticipated that the MAPPA unit will move to new premises from its current location with N Division Police Scotland HQ. This will establish real independence, re-fresh working practices and establish a localised HUB for representatives of the Responsible Authorities to connect,

share information and address any ongoing concerns in a multi-agency format.

Moving Forward 2 Change

The Moving Forward: Making Changes (MF: MC) programme has been revised to Moving Forward 2 Change (MF2C). It has been adapted so that it is up to date with developing literature, suits all settings that it will be delivered in and utilises the skills and experiences of the professionals involved in MF: MC to date. After last years pilot the programme has now been rolled out to 13 local authorities with a further 12 to be functioning in 2024/25.

Case Study 2

Mr A is an offender who has been managed by MAPPA under MAPPA level 2 management for 18 months or so following release from a 9 year prison sentence which also includes a 3 year extended period of supervision. Mr A's index offence includes convictions for the sexual violence, rape and domestic assaults of his current and previous partners. In addition, there is a history of violent assaults and general offending towards the public. Mr A has incurred numerous prison sentences and has never meaningfully engaged with professionals post liberations and all indications were he would imminently breach his current licence also. Mr A was referred to the MAPPA unit prior to release from prison and some consideration was given to the potential of a MAPPA level 3 (critical few) referral but ultimately it was agreed that MAPPA level 2 would be the appropriate level, leaving some scope for escalation should it be required.

The initial Level 2 MAPPA risk management plan reflected a "High" risk of serious harm to the public and complexities required senior representation from the Responsible Authority and Duty to Cooperate Agencies. MAPPA meetings focused on building professional relationships, enforcing conditions, supporting and safeguarding victims, his current partner and their 3 children.

Mr A surprisingly engaged with 1-1 intervention from psychology services and thereafter built a productive working relationship with his current criminal justice social worker and police monitoring officers. In addition to the risk assessments and interventions that existed around Mr A, a plan was also instigated around his current partner and children ensuring

safe spaces and communication pathways should they be needed. This included separate accommodations, and education representatives were brought on board to ensure the children are monitored and supported in terms of behaviours and/or disclosures.

Additional physical safeguards are still maintained such as electronic monitoring and established supervision and monitoring regimes; every agency is alive to the previous persistent nature of Mr A's offending behaviour, and what triggers and stresses that led to his offending behaviour.

Every effort has been made by the MAPPA group overseeing his case to reduce his risk of further offending, albeit there have been numerous bumps in the road of his management that have required additional levels of support and reminding Mr A of the consequences of his behaviour such as alcohol intake. As said, the meetings were concerned about the obsessive and persistent nature of Mr A's offending and that remains a pivotal focus moving forward. However, recognition of where we are now reflects his current MAPPA level 2 management, albeit the level of psychology, input requires to be incrementally reduced.

The Psychology intervention/assessments and reports inform areas where both Mr A needs to work on and where agencies can address these, focusing predominately on the early warning signs and open and honest 2-way dialogue. Although only time will tell it appears Mr A has made significant progress whilst receiving therapy and he now takes responsibility for his behaviour. His progress will continue to be monitored by a Level 2 MAPPA group to ensure that his risk of further offending is reduced, and victims are safeguarded.

Some Core Statistics

The following tables display the levels at which offenders across the Highlands & Islands have been managed during the reporting year:

Registerable Sexual Offenders (RSOs)	In custody	At Liberty	Total
a) The number of RSOs living in your Area on 31/03/24	90	252	342

Civil Order Applied For and Granted in relation to RSOs	Number
a) Sexual Offences Prevention Order (SOPOs) in force on 31/03/24	16
b) SOPOs imposed by courts between 01/04/23 and 31/03/24	0
c) Sexual Harm Prevention Orders (SHPOs) in force on 31/03/24	29
d) SHPOs imposed by courts between 01/04/23 and 31/03/24	8
e) Number of Sexual Offenders convicted of breaching SOPO/SHPO conditions between 01/04/23 and 31/03/24	1
f) Risk of Sexual Harm Orders (RSHOs) in force on 31/03/24	2
g) Sexual Risk Orders (SROs) in force on 31/03/24	0
h) Number of people convicted of breaches of RSHO/SRO between 01/04/23 and 31/03/24	0
i) Foreign Travel Orders imposed by the courts between 01/04/23 and 31/03/24	0
j) Notification Orders imposed by the courts between 01/04/23 and 31/03/24	0

Statistical Information	In custody	At Liberty	Total
a) Number of RSOs managed by MAPPA Category as at 31/03/24			
Level 1 – Routine Risk Management	70	248	318
Level 2 – Multi-agency Risk Management	13	4	17
Level 3 – MAPPP	7	0	7
b) Number of RSOs convicted of a further Group 1 or 2 crime			
MAPPA Level 1	7	6	13
MAPPA Level 2	2	0	2
MAPPA Level 3	1	0	1
c) Number of RSOs returned to custody for a breach of statutory conditions (including those returned to custody because of a conviction of Group 1 or 2 crime)			
	4	1	5
d) Number of indefinite sexual offenders reviewed under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011 between 01/04/23 and 31/03/24			
	0	1	1
e) Number of notification continuation orders issued under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011 between 01/04/23 and 31/03/24			
	0	0	0
f) Number of notifications made to the Jobcentre Plus under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011 between 01/04/23 and 31/03/24			
	3	27	30

Delineation of RSOs by Age on 31/03/24	Number	%
18 to 21	8	2.34
22 to 25	34	9.94
26 – 30	35	10.23
31 to 40	83	24.27
41 to 50	41	11.99
51 to 60	67	19.59
61 to 70	44	12.87
Older than 70	30	8.77
Data not held	0	0.00
Total	342	100.00

Delineation of RSOs by Sex on 31/03/24	Number	%
Male	339	99.12
Female	3	0.88
Data Not Held	0	0.00
Total	342	100.00

Delineation of RSOs by Ethnicity on 31/03/24	Number	%
White – Scottish	225	65.79
White – Other British	76	22.22
White – Irish	1	0.29
White – Polish	5	1.46
White – Other White Mixed Group	7	2.05
Mixed – Any Mixed or Multiple Ethnic Groups	1	0.29
Asian – Bangladeshi, Bangladeshi Scottish or Bangladeshi British	1	0.29
Other Ethnic Group – Arab, Arab Scottish or Arab British	2	0.58
Not Known	9	2.63
Data Not Held	15	4.39
Total	342	100.00

Managed under Statutory Supervision and/or Notification Requirements on 31/03/24	Number	%
RSOs on Statutory Supervision	97	28.36
RSOs Subject to Notification Requirements only	245	71.64
Total	342	100.00

These statistics represent totals as of 31st March 2024 and/or within the reporting year and it should be noted that all MAPPA offenders are assessed and reviewed regularly throughout the year in relation to their potential risk to cause serious harm to others. One of the principles of MAPPA is that offenders are managed commensurate to the risk they pose. This is a dynamic environment where effective risk assessment and information sharing is vital.

Restricted patients are persons detained in hospital under a compulsion order with a restriction order. This means they have usually committed an offence punishable by imprisonment but as a result of mental disorder are not imprisoned but ordered to be detained in hospital for treatment, without limit of time. They are dealt with through a programme of treatment and rehabilitation – the aim being to prevent recurrence of offending by dealing with the mental disorder.



- The number of registered sex offenders per 100,000 population still remains within a comparative range across Scotland. Significantly there is a near 20% increase in managed offenders within MAPPA from 2021.
- The proactive identification of internet offenders by authorities ranging from online child sexual exploitation, possession of and distribution of indecent images of children, online grooming and live streaming has predominately led to a successive year on year increase in Registered Sex Offenders both locally and nationally.
- The Highlands & Islands have an ageing MAPPA offender demographic and are alive to the impacts this may have on adult care services moving forward.
- The number of RSOs having a notification requirement who were reported for breaches of the requirements to notify between 1st April and 31st March was 22.
- Further statistics and national information on the subject of MAPPA can be found on the Scottish Government website:

www.bit.ly/mappa-reducing-reoffending

Glossary of terms

Breach of licence: Offenders released into the community following a period of imprisonment for a registerable sexual offence will be subject to a licence with conditions (under Criminal Justice Social Work supervision). If these conditions are not complied with, breach action will be taken and the offender may be recalled to prison. It perhaps would be a mistake to see the number of breaches as “failed cases” – rather they reflect decisive action taken to protect the public when offenders are not complying with the requirements of their licence.

Foreign Travel Orders: Prevent offenders with convictions for sexual offences against children from travelling abroad where it is necessary to do so to protect children from the risk of sexual harm.

Formal Disclosure: if a decision is made to formally disclose, then a letter of disclosure will be drafted on behalf of the Divisional Commander of the relevant Police Division. This letter should be served by the police personally on the person to whom the disclosure is to be made. The disclosure should be limited to the information necessary to minimise the risk. Officers serving this letter should ensure that they do not disclose any further information other than what is stipulated in the letter. Although no further information should be disclosed, advice and guidance on how the individual should respond to the information in order to protect themselves or others and in particular whether any further action is

undertaken. This procedure will only be advanced as a last resort and will be completed in consultation with partner agencies. There are various other forms of disclosure available in the management of offenders.

MARAC: Multi Agency Risk Assessment Conference (MARAC) is a local, multi-agency victim focused meeting where information is shared on the highest risk cases of domestic violence and abuse between different statutory and voluntary sector agencies.

Missing Offenders: An RSO should be considered as missing when the current whereabouts of the offender is unknown and police enquiries to establish their whereabouts have been unsuccessful and as a result 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.

Notification Order: Requires sexual offenders who have been convicted overseas to register with police, in order to protect the public in the UK from the risks that they pose. Police may apply to the court for the order in relation to offenders in or intending to come to the UK.

Order of Lifelong Restriction (OLR): Is a sentence introduced in Scotland in June 2006. The OLR provides for the lifelong supervision of high risk violent and sexual offenders and allows for a greater degree of intensive supervision to manage the risk that those individuals pose.

Outings: A community or individual protest that actively targets RSOs, exposing their identity and place of residence. Internet and social media can be used to attract a widespread online community audience which can have an adverse impact on the individual, their family and local communities.

Registered Sexual Offenders (RSOs): Those who are required to notify the police of their name, address and other personal details and notify any changes subsequently. Failure to comply with the notification requirements is a criminal offence which can carry a term of imprisonment.

Restricted Patient: This is an offender defined under the Management of Offenders etc. (Scotland) Act 2005 Section 10, 11 (a-d). www.legislation.gov.uk/asp/2005/14/contents

Risk of Sexual Harm Order (ROSHO): Place restrictions and obligations on someone who is behaving in such a way which suggests that they pose a risk of sexual harm to a particular

child or to children generally. The person's behaviour need not constitute a criminal offence, and s/he need not have any previous convictions. If the person fails to comply with (i.e. breaches) the requirements of the order, they can be taken back to Court and may be liable to up to 5 years' imprisonment. A conviction for breach of the order also renders the person subject to the sex offender notification requirements.

Sex Offender Notification Requirements (SONR): Sexual offenders are required to notify the police of their name, address and other personal details and notify any changes subsequently.

Sexual Offences Prevention Order (SOPO): A Court may make a SOPO at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender's behaviour in the community. A SOPO can place restrictions and obligations on the offender and will require the subject to register as a sexual offender. If the offender fails to comply with the requirements of the order, they can be taken back to Court and may be liable to up to 5 years' imprisonment.

Wanted Offenders: 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.

Thank You



HIGHLANDS & ISLANDS
MULTI-AGENCY PUBLIC PROTECTION
ARRANGEMENTS