



Ministry  
of Justice

# **Circles of Support and Accountability (CoSA): A Case File Review of Two Pilots**

Annexes

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Ministry of Justice Analytical Series  
2014

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First published 2014

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## **Acknowledgements**

The authors of the report would like to thank Matrix Evidence Limited for their contribution to the International Literature Review. The authors would also like to thank Circles UK and the Hampshire and Thames Valley Circles for their co-operation and support throughout the research project.

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# Annex 1:

## Demographics of Core Members in the pilot area

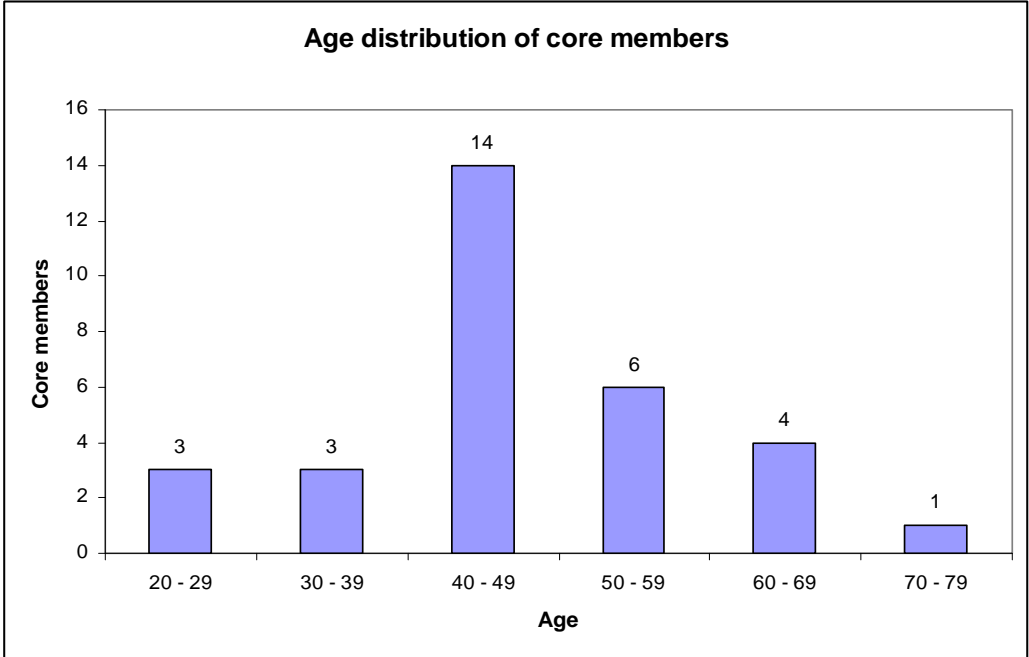
This annex presents management data relating to 32 Core Members that participated in the CoSA pilots through the Hampshire and Thames Valley (HTV) CoSA (N=21) or the Lucy Faithfull Foundation (LFF) CoSA (N=11) between 1<sup>st</sup> April 2008 and the 31<sup>st</sup> March 2010. A substantial amount of the management data is incomplete. The number of Core Members for whom data were available is noted in relation to each item presented. The amount of missing data can be inferred from this, for example if data is available for 20 Core Members, it is missing for 12 Core Members (other reasons for data not being reported are described where applicable).

### 1.1 Core Member demographics

Gender data were available for all 32 Core Members. 31 Core Members were male and one was female.

Age data were available for 31 Core Members, who ranged in age from 22 to 74, with the majority (n=20) aged between 40 and 59 (Figure A1.1)

Figure A1.1: Age of distribution of Core Members (n=31)



Disability data were available for 29 Core Members. Five identified themselves as disabled. Reported disabilities included mental illness (3 Core Members), alcoholism (1 Core Member) and cardiac problems (1 Core Member).

Sexual orientation was recorded for 19 Core Members with the majority of them defining themselves as heterosexual (12 Core Members). Four Core Members identified themselves as homosexual and 2 as bisexual. One Core Member was recorded as answering the question but details were not available.

There was data from 18 Core Members on their relationship status. One Core Member reported currently being in a relationship, while 11 Core Members reported having previously been in a relationship, of which 8 Core Members were divorced or separated and 3 Core Members were widowed. Only 6 Core Members reported never having been in a relationship.

The majority of Core Members reported that they held some form of educational qualification; 8 Core Members had GCSEs, 5 Core Members had vocational qualifications, 4 Core Members had A-level(s) and 3 Core Members held university degrees. 8 Core Members described themselves as non-education.

In summary, the data from the case files shows that the majority of Core Members who responded and who participated in CoSA at LFF and HTV during the evaluation period were white, educated heterosexual men aged between 40 and 59.

## **1.2 CoSA completion**

Data on circle completion was available for all 32 Core Members, with 3 Core Members withdrawing from the circle themselves; 2 Core Members being recalled during phase 1 and not completing their circle; 2 Core Members only completing phase one; and 25 Core Members completing phases one and two.

## **1.3 Core Member offending (previous and index offences)**

Data on offending history (drawn from management and case file data) comprised a mixture of self reported offending from the Core Member, and other criminal history information provided by third parties (e.g. prison reports). The data presented here are not taken from the Police National Computer (PNC), which is the most authoritative source of data on proven offending. This is because the data collected by the pilots did not include unique PNC identifiers.

This section describes the incidence of previous offending (the number of offences reported) rather than prevalence of offending (the number of Core Members who reported any previous offences). Previous offending includes offences committed prior to the Core Members' index offence.<sup>1</sup>

At the time of the data extraction, Core Members were reported to have committed a series of sex offences (incorporating both previous and index offence) including rape of an adult female (2 incidents), rape of a female child (4 incidents), sexual assault of a female child (5 incidents), rape of a male child (3 incidents), sexual assault of a male child (8 incidents), sexual assault of an adult male (1 incident), indecent exposure (2 incidents), voyeurism (2 incidents), internet offences (21 incidents) and possession of child sexual abuse imagery (6 incidents).

Core Members had also committed a series of non-sexual previous offences including, offences against the person (5 incidents), offences against property (6 incidents), theft (3 incidents), fraud (1 incident), drug offences (2 incidents), public order offences (2 incidents) and firearms offences (3 incidents).

## **1.4 Statutory interventions**

Records indicated 13 Core Members received a sex offender treatment programme (SOTP) in prison (data were available for 20 Core Members) and 17 Core Members received a SOTP in the community (data were available for 27 Core Members). These are not mutually exclusive and therefore some Core Members may have received SOTP in both settings.

Data from the case files shows that some Core Members also attended other treatment programmes, such as support with alcoholism and reintegration.

## **1.5 Core Member assessment of risk and management**

The assessment data described in this section are drawn from OASys, Risk Matrix 2000, and MAPPA (each described below). These assessments were generally carried out by prison or probation staff before a Core Member entered CoSA, with scores included in referral documentation.

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<sup>1</sup> The Core Member's index offence is the sex offence that resulted in them being referred to CoSA.

## **OASys**

The Offender Assessment System (OASys) is a national risk and needs assessment tool used across probation areas and prison establishments in England and Wales. It looks at a number of crime related needs and assesses the offender to be of (i) low risk of reoffending (no current indicators of risk of harm), (ii) medium risk of reoffending (some current indicators of risk of harm, but unlikely to follow through unless there is a major life change), (iii) high risk of reoffending (identifiable risk of harm and likely to follow through at any time) or (iv) very high risk of reoffending (identifiable risk of harm and likely to follow through immediately).

OASys assessment of risk of harm to children was available for 17 Core Members. One Core Member was assessed as 'very high risk', however the majority were assessed as of 'high risk' of harm to children (10 Core Members). Five Core Members were assessed as being of 'medium risk' and one as of 'low risk' of harm to children.

Assessments of risk of harm to the general public were available for 15 Core Members. The majority were low risk (8 Core Members) a further four Core Members were assessed as posing a medium risk and three Core Members were assessed as posing a high risk of harm to the general public.

## **Risk Matrix 2000**

Risk Matrix 2000 (RM-2000) is a risk assessment tool used specifically with sex offenders. The RM-2000/S-scale focuses on predicting risk of a sex offender reoffending by looking at crime related needs and offending history. There are four categories which place an offender at a low, medium, high or very high risk of reoffending.

RM-2000/S-scale data were available for 26 Core Members, of whom three were assessed as being at very high risk of reoffending, seven Core Members were at high risk, and nine Core Members were at medium risk of reoffending. Seven Core Members were assessed as being at low risk of reoffending.

## **MAPPAs**

Multi Agency Public Protection Arrangements (MAPPAs) are a framework of statutory arrangements operated by criminal justice and social care agencies that seek to manage and reduce the risk presented by sexual and violent offenders in order that re-offending is



reduced and the public are protected. MAPPA offenders<sup>2</sup> are managed at one of three levels according to the extent of agency involvement needed and the number of different agencies involved.

Information on MAPPA Levels was available for most Core Members. Twenty-one Core Members were MAPPA Level 2. The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection meetings. One Core Member was MAPPA Level 3 which is the highest level of risk management and requires senior representation from the various agencies. Seven Core Members were MAPPA Level 1.

The data on Core Member management and risk level suggests that the majority of the Core Members that HTV and LFF deal with are medium to high risk offenders; which suggests that these are challenging, complex and risky sex offenders who have a higher likelihood of offending.

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<sup>2</sup> For further information about MAPPA view <http://www.justice.gov.uk/offenders/multi-agency-public-protection-arrangements>

## Annex 2

### Methodology for Cost Analysis

The two projects delivering the pilot circles, Lucy Faithfull Foundation (LFF) and Hampshire Thames Valley (HTV), used different modes of service delivery. LFF have a national remit, resulting in an approach whereby they go wherever in the country they are needed, recruit lay members, set up the circle and then monitor from afar (a 'parachute' model) – a remit that arose from the initial development of circles in England (Hanvey et al 2011). This has resulted in the provision of individual circles in areas ranging from South Wales to Yorkshire, often with the circles being a one-off provision with no established circle in that area. This generates greater costs in terms of staff co-ordinator travel and time, and makes it more challenging to both recruit and set up volunteers (co-ordinators lack the local connection to ease recruitment). In addition, this makes it difficult to re-use and re-deploy volunteers, or results in large travel and time costs for those volunteers who do agree to assist the set up of a circle in another area.<sup>3</sup>

HTV have a more local remit, including accepting a number of referrals from a local prison, and have not had the same cost or logistical challenges presented by a 'parachute' model. Whilst this section does present some limited comparison of the costs incurred by each site, due to these differing operational remits it is not a 'like for like' comparison, and is also limited by problems accessing historical cost data, the accurate retrieval of which presented both sites with challenges. It should also be mentioned that no estimation of the wider costs of CoSA (for example offender manager, MAPPA co-ordinator time) has been included and that the analysis only looks at costs, as opposed to a cost benefit analysis. However, the comparison does enable some comment on differences in costs arising from these modes of service delivery to be addressed, with some comment on the potential to reduce costs going forward.

The approach to estimating costs was:

- Costs were collected for a two year period – April 2008 to March 2010.
- Direct staff<sup>4</sup> and non-staff costs were collected from each provider. The non-staff costs were broken down into a number of common cost categories to encourage

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<sup>3</sup> LFF described a case where volunteers had travelled from Stafford to Warwick to enable a circle to set up and run. This is a round trip of some 116 miles, and a minimum of 1 hour travel each way.

<sup>4</sup> Staff costs include pension and NI costs.

all costs to be reported.<sup>5</sup> All costs were apportioned to the setup of a circle and to the running of a circle.

- Indirect costs such as senior management time and back office functions were collected as well.
- All costs were converted to 2011/12 values using HM Treasury's June 2012 GDP deflator.
- The unit cost was calculated by dividing the average cost per year by the average number of circles per year. The average number included circles that began or finished outside of the two year period for which costs were collected.
- Each cost incurred was labelled as either a fixed cost or a variable cost.<sup>6</sup>
- The marginal cost was calculated by:
  - First, estimating the fixed and variables costs – i.e. resources that are likely to be required regardless of the number of circles (e.g. coordinator) and those that are likely to change depending on the number of circles (e.g. meetings with volunteers).
  - Second, the total variable costs were divided by the current number of circles being delivered. The result of this calculation – usually referred to as the marginal cost or unit variable cost – represents the estimated additional resources required for the delivery of one circle under the assumption that sites are not working at full capacity (in relation to their fixed costs).
- Each provider shared assumptions on the time a volunteer spends on a circle. The assumptions covered the average number of volunteers that work on a circle, recruitment and training time, and time spent at formal and informal meetings with the Core Member.<sup>7</sup> The assumptions were aggregated to determine the number of hours spent on a 12 month circle.
- The average time a volunteer spends on a circle was multiplied by a median hourly income (£10) to calculate the opportunity cost of the volunteer time.<sup>8</sup>

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<sup>5</sup> The costs were: recruitment, training and staff development, refreshments, travel and subsistence, room hire, leaflets and other materials, media and communications, equipment, fixtures and fittings, IT expenses, telephones and mobiles, postage, stationery, and others.

<sup>6</sup> All costs (recruitment, refreshments, room hire, leaflets and other materials, media and communications, equipment, fixtures and fittings, IT expenses, telephones and mobiles, postage, stationery, and others) were considered fixed except for: 51% of staff costs at LFF, and a proportion of training and staff development costs as well as travel and subsistence costs. HTV's staff were a fixed cost.

<sup>7</sup> HTV did not estimate travel time in their data return. We therefore applied the LFF assumptions on travel time to HTV, calculated in agreement with HTV as 75% of LFF travel costs as HTV volunteers travel less distance.

<sup>8</sup> Usual practice suggests that when working with wage and income data the median (rather than the mean) is used. This is because the distribution of incomes/wages tends to be skewed to the right. The figure was derived from the 2011 median weekly salary (all employees) of £400 and an assumed 40 hour week. Source: ONS, Annual Survey of Hours and Earnings, provisional results 2011.

These costs are presented as a useful guide of the cost of the volunteer. Therefore, total unit costs are presented with and without this cost.

- Extra assumptions were needed to analyse HTV's costs:
  - With the exception of staff costs – where costs linked directly to Circles could be identified – HTV was unable to provide information on the amount (or proportion) of total non-staff costs attributable to Circles. The study team therefore assumed the relative proportion of HTV's non-staff costs attributable to Circles was the same as the proportion of HTV's staff costs attributable to Circles (i.e. Circles' staff costs represented 83% of HTV's total staff costs, therefore 83% of HTV's total non-staff costs were apportioned to Circles).
  - The organisation was unable to estimate the volunteers' travel time. In agreement with HTV, 75% of the LFF travel time assumption was added to the HTV model. This reflected the shorter distances HTV volunteers would travel.
  - The estimated costs are rounded to the nearest £100.

# Annex 3: Case File Reader

PLEASE PROVIDE ADDITIONAL INFORMATION WHERE NEEDED

1. Identification details

1.1 Site identification number	
1.2 CM identifier	
1.3 Case file reader initials	
1.4 Date file read	
1.5 Additional information/notes	

2. Demographics

2.1 Gender		
2.2.1 Ethnicity WHITE BRITISH WHITE IRISH OTHER WHITE BACKGROUND BLACK OR BLACK BRITISH (CARRIBEAN) BLACK OR BLACK BRITISH (AFRICAN) BLACK OR BLACK BRITISH (ANY OTHER) ASIAN OR ASIAN BRITISH (INDIAN)		2.2.2 Who is identified as collecting this data in the file eg Police

ASIAN OR ASIAN BRITISH (PAKISTANI) ASIAN OR ASIAN BRITISH (ANY OTHER) CHINESE MIXED (WHITE + BLACK CARRIBEAN) MIXED (WHITE + BLACK AFRICAN) MIXED (WHITE + ASIAN) MIXED (ANY OTHER MIXED BACKGROUND) OTHER (specify) DECLINES TO SPECIFY DATA NOT AVAILABLE		
2.3.1 (A) Age at initial assessment for Circle	2.3.2(B) Date of commencement of Circle (month and year)	2.3.3 Difference in months between (A) and (B).....  Any issues noted regarding motivation to engage arising from a delay in circle starting?.....
2.4.1 Offence at last conviction  Drop down box	2.4.2 List most significant previous convictions	2.4.3 Any 'attempts' or 'not listed for convictions' recorded on file

2.5.1 Phase of Circle	2.5.2 If Phase 1 have they been offered Phase 2?  Yes/No	
2.6.1 Has the Circle discontinued?	2.6.2 Reason for discontinuing?	2.6.3 How long did the circle run before ending?
2.7.1 Subject to recall to custody  Yes/No	2.7.2 If Yes what circumstances/reasons	2.7.3 Did circle continue or complete?  2.7.4 If discontinued how long did it run?
2.8.1 Length of time in identified phase of Circle	2.8.2 Number of Circle contacts during this phase	

### 3. Initial assessment and starting point for Core Member

Review the following sources of information: referral form, needs and responses profile, PSR, OASYS and ROSH, psychometric report, and background section of the final evaluation report. Identify the following:

3.1.1 Criminogenic needs Drugs Alcohol Unemployment Accommodation Social isolation Negative peer group	3.1.2 Where did you identify this information from? Eg PSR	3.1.3 Any other criminogenic needs not listed and source of information
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<p>3.2.1 Problematic behaviours Grooming and targeting of children Internet use Sexually violent Targeting and grooming of women Operates as part of a wider sex offender network</p>	<p>3.2.2 Where did you identify this information from? Eg PSR</p>	<p>3.2.3 Any other problematic behaviours not listed and source of information</p>
<p>3.3.1 Deviant thoughts and motivations Fantasies Deviant thoughts about children Justifications of behaviours</p>	<p>3.3.2 Where did you identify this information from?</p>	<p>3.3.3 Any other deviant thoughts and motivations identified and source of information</p>
<p>3.4 Does the offender deny the offence (s)?  Y/N</p>		
<p>3.5.1 Risk level Low Medium High Very High</p>	<p>3.5.2 Who is the CM a risk to Drop down list Adult women Adult men Pre-pubescent boys Pre-pubescent girls Post pubescent boys Post pubescent girls Children within a known family Children in the wider community</p>	<p>3.5.3 What level of risk to each  Are there any cross over offences? (i.e. from adults to children?; From incest to stranger victim?)</p>



<p>3.6.1 MAPPA level Level 1 Level 2 Level 3</p>	<p>3.6.2 Not supervised under MAPPA</p>	<p>3.6.3 If supervised by MAPPA which is the lead agency?</p>
<p>3.7.1 Offence type(s) at point of joining circle Enter offence(s) here:</p>	<p>3.7.2 Any other offence related information?</p>	
<p>3.8.1 Is there any evidence of offender denial?</p>	<p>3.8.2 What is the evidence? Please give details.</p>	<p>3.8.3 Which agency/who has assessed this denial?</p>
<p>3.9.1 Psychometric score</p>	<p>3.9.2 Assessment tool used</p>	<p>3.9.3 Which agency carried out the assessment?</p>
<p>3.10.1 Dynamic risk assessment score</p>	<p>3.10.2 Assessment tool used</p>	<p>3.10.3 Which agency carried out the assessment?</p>
<p>3.11.1 Missing sources of information Give reason</p>	<p>3.11.2 Inadequate sources of information Give reason</p>	

3.12 Any other comments

4. What was discussed at the Circle, what it does, and what it adds to statutory offender management (by both police and probation) and sexual offender treatment?

Review the following sources of information: minutes, letters (e.g. to probation officers, mapp, police OMs), circle review meetings, letters, emails and phone calls with CM. Identify the following:

4.1 How many meetings took place	
4.2 How long was the CM part of the Circle	
4.3.1 Does the offender deny the offence(s)?  Y/N	4.3.2 What evidence is there that the Circle challenges this denial?
4.4 Specific activities the Circle provides or encourages the CM into	

4.5 Evidence of actions taken by Circle to encourage specific activities
4.6 Discussion of current issues during the life of the circle Detail what these issues are
4.7 Self disclosures made by CM about risk, behaviours, thoughts or feelings
4.8 What monitoring activities has the circle carried out? Provide details
4.9 What actions follow from a circle meeting? Give detail and examples
4.10 Evidence of progress and change in the CM – please detail
4.11 Identify any activities that complement statutory supervision

4.12 Identify any contacts the circle members have with statutory staff who have responsibility for the CMs management. Please detail this contact and which agency it was with.
4.13 Please detail any evidence of partnership working with statutory agencies
4.14 Identify any missing sources of information
4.15 Identify any information sources that are inadequate and state the reason why

4.16 Please identify on separate page (see end of case file reader) any practitioner who it may be useful to contact for interview. Provide full contact details, and the dates when they held the case, and reference the CM's identifier code but do NOT name the CM on the contact sheet.

## 5. Outcomes of the Circle for the Core Member

Review the following sources of information: changes in minutes over time, evaluation report, post circle CM self-assessment, psychometric test, where available dynamic risk assessment pre and post scores, any final reports from probation or police OMs, and if available circles report submitted at end of Phases 1 and 2. Identify the following:

5.1 Change or increase in CMs pro-social activities – give examples

5.2 Increase in the CMs Social network – give examples

5.3 Positive changes in attitudes and motivations – give examples

5.4 Demonstration of some behavioural change – give examples

5.5 Increase or strengthening of the CMs protective factors – give examples

5.6 Increased self awareness of risk factors and demonstrable evidence of ability to self manage risks – give examples	
5.7 Is there a demonstrable change in risk level and/or MAPPA level?	
5.8.1 Record psychometric test score at exit	5.8.2 Compare with initial score
5.8.3 or dynamic risk assessment at exit	5.8.4 Compare with initial score
5.9 Identify any missing sources of information	
5.10 Identify any information sources that are inadequate and state the reason why	

6. Enforcement decisions and risk management

6.1 Were enforcement decisions about risk management/breach/recall made as a result of information arising from CoSA?

Yes/No

6.2 Sources – letters, emails, communication with probation or police offender managers, or with MAPPA, minutes of circles, final evaluation report. Please provide details of the information passed on:

6.3 Please provide contact details for the Probation or Police OM.

6.4 What actions were taken by Circle members?

7. Please tick what information was present in the case file

DRR	
SOTP report (Prison)	
SOTP report (community)	
Referral form	
Risk and Needs Profile	
CM self assessment	
PSR	
OASYS	
Minutes of Circles meetings	
Letters or emails with MAPPA or Offender Managers	
End of Circle evaluation report	

8. Case file readers please make a note:

8.1 What information was present and most helpful?
8.2 What would it have been helpful to have included in the case file?



8.3 Any recommendations you have for future case file recording

9. Using Circles UK criteria for success please tick those which are recorded and evidenced in this case:

Criteria for Success	Yes/No	Examples:
9.1 Core Members ability to integrate socially into society		
9.2 Core Members ability to form friendships		
9.3 Core Members feelings of acceptance by lay members of the circle		
9.4 Core Members feelings of acceptance by lay members of the circle and this as a reflection of the communities views		
9.5 Core Members feelings of happiness with their role in society and self worth		
9.6 Key partners wanting to continue with COSA programmes		