

Throughcare Assessment for Release on Licence Report (TARL)

Guidance Version 2

Version History

TARL Guidance – Version History	
Version 2: 2023	Interim review of guidance.
Version 1: 2021	

Foreword

TARL has been developed over a number of years by experienced Justice Social Work practitioners and managers. The key aim of TARL is to improve practice by producing an integrated parole board report for long-term prisoners.

TARL offers a framework and structure which guides co-production and collaboration work between community and prison based Social Work staff which we believe will strengthen risk assessment, risk management and the overall quality of the report.

TARL represents a significant change in practice and culture and we recognise the challenges associated with such a change to our practice. We are committed to reviewing the implementation of TARL and will do so through the Social Work Scotland Justice Standing Committee, the AJTPN and relevant interface forums such as those the Committee has with Parole Board and SPS.

Lynsey Smith
Social Work Scotland
(Chair) Justice Standing Committee

1. Introduction

The Throughcare Assessment for Release on Licence (TARL) report and guidance was developed in response to an identified need for an integrated approach to Social Work submissions to the parole board for long term prisoners. This is opposed to the present system of two separate reports from Prison-Based and Community-Based Social Work (PBSW and CBSW). As a unified submission, it is intended that the TARL format will lead to stronger communication and consensus between PBSW and CBSW around the core elements of LS/CMI, other relevant risk assessments and where appropriate, consideration of risk of serious harm. TARL reports will be requested by the parole co-ordinator 12 weeks in advance of the date of submission.

Cross-Border cases, Urgent Compassionate Release Cases, Transfer for Treatment Direction (TTD) and Orders of Lifelong Restriction(OLR) are not subject to the TARL process.

Short-Term Sex Offender licence (STSO), Short-Term Extended Sentences (STES) and Section 17 recall (for recall hearing only) are also not subject to the TARL process initially. This is due to timeframes but a TARL report should be submitted in the case of recall where time permits.

2. Background

The TARL process and original template were piloted in 2013 where it was considered by partners to have merit in relation to meeting the aims of providing the Parole Board with a streamlined single assessment. The process was again tested in 2018 following some modifications, the outcome of these two pilots being positive and well received by partner agencies. However, there has not been the opportunity until 2019 to take this process forward and in recognition of resulting developments around the workings of the Parole Board and its processes, it was necessary to review this work. A workshop was subsequently convened which included members from the Adult Justice Throughcare Practice Network (AJTPN), Scottish Prison Service (SPS) and Community Justice Scotland (CJS). This took place in November 2019 and led to draft revisions to the TARL guidance, report template and process. In summation this changed the process from being linear to one which supports greater co-production between community and prison based Social Work.

3. Points to Consider

- Language – at the outset, it will be important for PBSW and CBSW to agree the terminology of how they intend to write the report. Specifically, it should be clear in the report what is the view of either the PBSW or the CBSW or if they are speaking collectively. Avoid terms such as ‘author’ and ‘writer’ as it is important the Parole Board understand who is making the statement.
- Organisation and Planning – as a collaborative process, it is critical that this is undertaken in a timeous manner. This is to avoid any delays unless there are unforeseen circumstances and to support the principle of co-production which underpins this process.
- Information sharing – it is important that both PBSW and CBSW share all relevant information available to them in order a full and comprehensive report can be produced. If information is not shared at this point, then it may require a new or updated report to be prepared.

- Version Control – Given the collaborative nature of the report it will be important that all updates are made to the most recent version of the report, using page 2 of the TARL template to record updates, also that any updates are made by the “Lead author” of the section.

4. Assessing domestic abuse risk and impact.

Where domestic abuse is a current or past issue, contact should be made with any services involved with current or ex-partners. If there is no domestic abuse advocacy service involved the onus should be on the CBSW to consider how best to include insights gained from relevant risk assessment tools Spousal Assault Risk Assessment Version 3 (SARA v3) as well as the individual's assessment of their own risk and vulnerability.

If there is, or has been, no contact with the victim of the index offence from any support agency since the imposition of, or during, the sentence, the CBSW should consider whether it is appropriate to contact them. This is particularly pertinent in the case of individuals serving long-term sentences. Workers should consider the balance of the risk that contact might re-traumatise the victim with the principle that they have the right to be informed to assist them to develop their safety plans. If a decision is made not to contact the victim, this – and the reasons for that decision – should be recorded.

Be aware of the [Victim Notification Scheme](#). There is no time limit on when a victim can register for this scheme and includes right up to the individual's release so the worker may wish to inform/remind them of this scheme.

In some cases, an individual may have formed a new relationship while they are serving their sentence. If so their risk to the new partner and their vulnerabilities should be considered and conveyed in the report using SARA v3

In any situation where a child/ children are considered to be at risk this should be discussed as well as noting any considerations of how these risks can be mitigated.

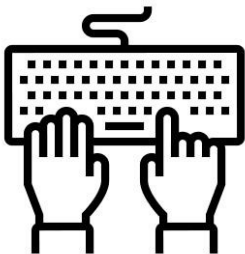
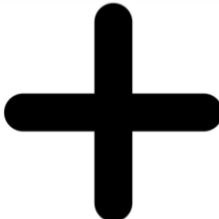
The worker should inform the victim about what kinds of information can be included in any reports and who has the right to see them. It is the report writer's responsibility to minimise any service-generated risks, this includes ensuring that any information that has been sourced from the victim(s) not being included in the main report, this should not be shared and should be put in a clearly marked *restricted section* ([Non-disclosure section](#))

If the CBSW becomes aware of a person who may be at risk from an individual being considered for release who does not fit into the categories of victim in terms of the index offence or resident at the proposed release address, consider using the Disclosure Scheme for Domestic Abuse Scotland ([DSDAS](#)). This allows the worker to [request](#) that anyone in a potential relationship with someone who has perpetrated domestic abuse be told about their background and past. This may also be appropriate in the case where a victim of the index offence may not know about a history of abuse against other victims.

If recommendations about 'away from' conditions are being made (e.g. electronic monitoring etc), report writers should ensure that this is not the only safety measure in place. Ensure that services are in place which can provide an active safety planning service. If an advocacy or specialist support service is involved, they might be best placed to provide this service and may already have done so. In a situation where a future partner may be at risk conditions can be recommended where client must make workers aware of any new relationships in [section 1.9](#)

5. Sections

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1.7 Prisoner's Family and Relationships	1.8 Victim Considerations	1.9 Recommendations to the Parole Board including Plans for Release and Licence Conditions
		
Non-Disclosure – separate submission and only if required	Requests for Updated Information	Additional material

When completing sections for clarity the writer(s) names should be inserted.

1.1 Basis of Report

This section should be completed by PBSW in consultation with CBSW

This assessment should draw on a range of sources relevant to social, health and offending related issues and should include file, collateral and interview information.

The PBSW should identify and list the key documents and sources of historical and current information that have informed the report. This may include interview information, reference to previous reports, chronologies, risk and need assessments, redacted police intelligence, minutes of meetings and multi-agency discussions, records of correspondence, behavioural observation information, third party information, and case file reviews. Where the individual will be subject Multi-Agency Public Protection Arrangements (MAPPA) on release, information held on the Violent and Sex offender Register (ViSOR) should be considered.

The range of sources should reflect the importance of adopting a holistic approach and the requirement to consider needs alongside risk where the individual being assessed has specific needs or vulnerabilities (such as in the case of young people or those with a physical or mental health condition).

In this section it should also specify what risk assessment tools have been used, the purpose of that tool, the date the tool was used and the name of the practitioner who applied that tool.

All cases will require a Level of Service / Case management Inventory (LS/CMI) assessment and depending on the nature of the individual's conviction and previous offending history, they may also require an additional risk assessment or an updated assessment including, Risk Matrix 2000 (RM2000/RM2K), Stable & Acute 2007(SA07), Spousal Assault Risk Assessment Version 3 (SARAv3), Historical Clinical Risk Management Version 3 (HCR 20v3), Risk of Serious Harm (RoSH).

The basis of the report should also outline any limitations to the assessment and consideration should be given to:

- areas of uncertainty
- gaps in knowledge
- impact of any responsivity issues, e.g., personality disorder, learning difficulty

1.2 Case Summary

This section should be completed by PBSW in consultation with CBSW

The purpose of this section is to provide the reader with an overview of the key historic and current information that is known about the individual based on a review of their case. The information should provide an immediately accessible introduction to readers who are unfamiliar with the case and be relevant to the risk assessment and management planning process.

The summary should begin with the most salient facts that are known about the individual. This should include information in relation to:

- Background/ experience of Trauma
- Physical / Mental health
- Any health and social care needs, i.e., what is currently in place and what may be required on release
- Substance use / misuse
- Details of current offence (from file information) and individual's account of the same
- Any outstanding charges
- Response to custody:
 - Offence-focused work undertaken
 - Peer relationships
 - Pro-social involvements within custody
 - Concerning behaviour within custody
 - Connections with community
 - Any child protection / adult support and protection concerns in prison
 - Response to community access / progression

The remainder of this section should outline any additional information that is relevant to the development of the plan. The level of detail should provide enough context to enable the report to be read as a standalone document without reference to other reports cited.

1.3 Analysis of Offending

This section should be completed by PBSW in active collaboration with CBSW

The key to completing this section is the worker's professional evaluation and analysis of the individual's offending in addition to any information taken from the risk assessment tools which have been applied.

The analysis should correlate to the principles of [FRAME](#) and should correspond to the following headings:

Pattern:

When did the individual start offending? How long has the person been involved in offending? How often do they commit offences?

Nature:

What broad types of offending has the individual been involved in? How many types of offending and against whom?

Seriousness:

What is known about the degree of harm caused, the degree of harm intended and the extent of planning, if any?

Likelihood:

Consider the current balance of risk factors and protective factors/ strengths. Is the balance in favour of further offending or desistence? What is the nature and seriousness of any further offending likely to be?

1.4 Statement in relation to Risk of Serious Harm (RoSH)

This section should be completed by PBSW in active collaboration with CBSW

In cases where it is assessed / established that RoSH indicators are not present, it is important to state this here along for the rationale for this.

In cases where LS/CMI has concluded that RoSH indicators are present, PBSW should, in consultation with CBSW, provide a summary of the risk of serious harm in terms of pattern, nature, seriousness, likelihood, imminence, and manageability / implications for risk management (conclusion at Section 7.3.2 of LS/CMI Version 5.1 – with detailed reference to analysis of offending in subcomponents 7.4.1 to 7.4.10.)

The detail for RoSH in the report should focus on the following areas:

- 7.4.8 – Summary statement of the level of risk and harm
- 7.4.9 – Definition of the RoSH level of risk which correlates to the definition under the MAPPA guidance

Where applicable the report should draw on information such as formulation statements, scenario planning and risk management strategies from other tools such as SARA v3.

1.5 Plans for release and the practitioner's professional evaluation

This section should be completed by PBSW in consultation with CBSW

This section should initially detail the individual's account of their plans for release. It should also include their understanding of the strengths and vulnerabilities of their plans as well as their account of what support services they may require on release. Consideration should also be given to the appropriate test for release / re-release for individuals as outlined in the Parole Quality Standards.

Specific consideration should be given to the following in this section:

- Adult/ Child protection issues
- Accommodation
- Relationships
- Employment
- Substance use
- Health/Mental health
- Finances
- Proposed use of time including leisure time
- Response to progression through the prison system

The PBSW should then detail their analysis of the individual's release plans, including consideration of how well the individual's stated plan meets the risks and needs identified in sections 1.3 and 1.4 where applicable.

The PBSW should also consider other sources of information out-with the SPS Prisoner Records System (PR2) including social work records to ascertain if there are other pertinent factors which need to be taken into consideration, e.g., whether domestic abuse may be an issue. Where the individual will be subject to MAPPA on release, information held on the ViSOR should be considered. In cases whereby prisoner may be subject to early removal scheme or deportation, PBSW should ensure contact has been made with the home office to ascertain the progress of any application

1.6 Proposed Release Address

This section should be completed by CBSW in consultation with PBSW

The CBSW should comment on the individual's proposed release address and make reference to [Section 1.5](#). An overview should be provided of the household membership, including any children and young people and/or adults with specific needs or vulnerabilities. Where child and/or adult protection legislation is in place in relation to a household member, this should be detailed and impact of the individual's return to that address considered. However, any disclosure issues need to be carefully considered as the individual may not be entitled to this information. Where the individual will be subject to the Sex Offender Notification Requirements ([SONR](#)) on release, reference to the National accommodation Strategy for Sex Offenders ([NASSO](#)) should be considered.

Consideration should be given to the following:

- Past and current domestic abuse and the impact of this (whether domestic abuse was the index offence or not)
- Attitude of the householder (and where appropriate, children) towards accommodating the individual
- Household attitudes in relation to the individual's offending behaviour
- Any anticipated community resentment to the individual's release to the address
- Any relevant family pressures which may impact on the individual's integration, e.g., family caring arrangements

There may be circumstances whereby the CBSW has reason to consider another release address. This may be due to the CBSW assessing that the individual's proposed release address is unsuitable, or due to the household members of that address declining to have the individual residing at the address. In that scenario, the CBSW should detail the alternative release address, indicating whether it is an identified address or accommodation through a housing provider. For any such additional address, CBSW should address the areas above, to provide an overview of the suitability of the address.

Where the individual is of no fixed abode or is unable to produce an alternative address then, consideration should be given to all other available and suitable accommodation options.

1.7 Family and Relationships

This section should be completed by CBSW in consultation with PBSW

The CBSW is likely to have information about the individual's relationships in the community, particularly if contact with family or peers has been required due to their proposed release address. Relevant enquiries should be made with significant people in the individual's life, which could extend beyond immediate family and may involve emerging relationships which could potentially become significant, and/or previous partners.

This section should build on information provided in [Section 1.5](#) about connections with the community. Consideration should be given to the following:

- Nature and quality of family relationships
- Domestic abuse and impact (even if not index offence) – please see [4. Assessing domestic abuse risk and impact](#)
- Level of support likely to be offered by family or peers
- Potential influence of relationships on the individual's behaviour and decision-making
- Any information or assessment that confirms or contrasts with the individual's views on relationships as detailed in [Section 1.5](#)

1.8 Victim Considerations

This section should be completed by CBSW in consultation with PBSW

In this section, the CBSW should specifically consider any potential issues with victims of the index offence, past offences or where a potential victim/victim type has been identified.

Thought should be given to the impact of any victim issues regarding the individual residing at the identified address, but also of the individual living in and accessing services within the wider community.

Consideration should also be given to wider issues, including where potential issues may arise from external parties, victim family/friends and/or media exposure in high profile cases etc.

1.9 Recommendations to the Parole Board including Plans for Release and Licence Conditions

This section should be completed by CBSW in active collaboration with PBSW

The recommendation should be a joint one with the rationale clearly stated. Licence conditions must be lawful (necessary and proportionate) and purposeful, demonstrating clearly how they will enhance the management plan in the community.

In all situations a comprehensive release plan must be completed and submitted along with the recommendation .

As with Section [1.3](#), [1.4](#), [1.5](#), [1.6](#), [1.7](#) and [1.8](#), this should consider the manageability of the release plan and risks to any known or potential victims. The conclusion should build on the support and supervision assessed as appropriate, as indicated initially in [Section 1.5](#).

Any proposed Licence conditions should be detailed in this section and any potential MAPPA involvement including if the individual will be subject to MAPPA on release. In addition, if a MAPPA meeting has taken place, then the views of the meeting should be reflected in this section and any recommendations in respect of proposed Licence conditions noted – consent from the MAPPA chair must be sought in order to share this information

In the instance where there are areas of disagreement between PBSW and CBSW, this issue should be escalated to their respective line managers at the earliest opportunity. If the matter cannot be resolved between the respective line managers, then this should be escalated as a matter of priority to their service manager for consideration. The escalation of any disagreement should be recorded and discussed between the relevant Local Authority service managers without delay and a resolution agreed on how to proceed.

The report should not be concluded without a resolution being achieved between PBSW and CBSW. If, despite the escalation process, a disagreement remains about the release plans for an individual then the rationale for the respective views from both CBSW and PBSW must be reflected in the summary and recommendation in the report, in these instances, it is the view of Chief Social Work Officer in the community which will be listed as the recommendation from the TARL report as they will have the responsibility for the management of the individual when they are released from custody. If the situation reaches this point, then there must be dialogue with the Parole Co-ordinator regarding the timeous implications for the completion of the report.

Please note that the CBSW will electronically sign and date the TARL but will require to electronically send it back to PBSW for electronic co-signing. This will require to be done at least 24 hours in advance of the due date. PBSW will then submit the finalised document to the Parole Co-ordinator, copying in the CBSW.

Non-Disclosure – separate submission and only if required

This Section is to be completed by *either* CBSW or PBSW following active collaboration

PBSW or CBSW in liaison with each other should indicate directly to the Parole Board where there are non-disclosure issues in relation to the information contained in this report. Both the PBSW and CBSW should consider if information contained in this is considered "damaging information" as defined in terms of [Rule 9](#) of the [Parole Board \(Scotland\) Rules 2022](#) which should not be disclosed to the individual whom it concerns. However, it should be highlighted that the final decision regarding disclosure of any information is at the discretion of the Parole Board under [Section 32 – The operation of Rule 9 \(page 136\)](#) of [Parole Board for Scotland: Guidance for members](#)

Such circumstances would be where any of the following may apply:

- adversely affect the health, welfare or safety of that person or any other person
- result in the commission of an offence
- facilitate an escape from legal custody or the doing of any act prejudicial to the safe keeping of persons in legal custody
- impede the prevention or detection of offences or the apprehension or prosecution of suspected individuals
- otherwise to damage the public interest

Please be specific about what information and the reason why you do not think it is appropriate that this information should not to be disclosed.

Requests for Updated Information - separate submission and only if required

A TARL report is valid for a period of 100 days however, there may be occasions when the Parole Board require updated or further information. Such requests will be sent to PBSW who will, in discussion with CBSW, agree who is best placed to provide this information for the Parole Board.

Additional material

TARL expectations framework



Generic Mailbox addresses

Local Authority Area	Mailbox address
Aberdeen City	CJ-ThroughCare@aberdeencity.gov.uk
Aberdeenshire	cjsw@aberdeenshire.gov.uk
Angus	anguscriminaljustice@angus.gov.uk
Argyll & Bute	Criminal.justice@argyll-bute.gov.uk
City of Edinburgh	Enquiries.CriminalJustice@edinburgh.gov.uk
Clackmannanshire	criminaljustice@clacks.gov.uk
Comhairle nan Eilean Siar	criminaljustice@cne-siar.gov.uk
Dumfries & Galloway	D&GCJThroughcare@dumgal.gov.uk
Dundee City	criminal.justice@dundeecity.gov.uk
East Ayrshire	CJS.North@east-ayrshire.gov.uk CJS.South@east-ayrshire.gov.uk
East Dunbartonshire	criminal.justice@eastdunbarton.gov.uk
East Lothian	cjsupport@eastlothian.gov.uk
East Renfrewshire	criminal.justice@eastrenfrewshire.gov.uk
Falkirk	falkirkjusticeservices@falkirk.gov.uk
Fife	FifeJSW@fife.gov.uk
Glasgow City	Throughcare_breaches_HDC@glasgow.gov.uk
Highland	CriminalJustice@highland.gov.uk
Inverclyde	c.justice@inverclyde.gov.uk
Midlothian	Justice@midlothian.gov.uk
Moray	Criminal.justice@moray.gov.uk
North Ayrshire	CJTCare@north-ayrshire.gov.uk
North Lanarkshire	Restorativejustice@northlan.gov.uk
Orkney Islands	Criminal.Justice@orkney.gov.uk
Perth & Kinross	cjs@pkc.gov.uk
Renfrewshire	swbscriminaljustice@renfrewshire.gov.uk
Scottish Borders	CJSWScottishBorders@scotborders.gov.uk
Shetland Islands	criminaljustice@shetland.gov.uk
South Ayrshire	SacCJAdmin@south-ayrshire.gov.uk
South Lanarkshire	criminaljustice@stirling.gov.uk
Stirling	hrojjusticeservice@southlanarkshire.gov.uk
West Dunbartonshire	throughcare@west-dunbarton.gov.uk
West Lothian	JusticeServices@westlothian.gov.uk
Prison	Mailbox address
HMP Addiewell	Adsocialwork2@sodexogov.co.uk
HMP Barlinnie	Throughcare_breaches_HDC@glasgow.gov.uk
HMP Castle Huntly	PBSWCastleHuntly@pkc.gov.uk
HMP & YOI Cornton Vale	CorntonValeSocialWorkAdmin@prisons.gov.scot
HMP Dumfries	PrisonEnquiries@dumgal.gov.uk
HMP Edinburgh	EdinburghSocialWork@prisons.gov.scot
HMP Glenochil	GlenochilSocialWorkAdmin@prisons.gov.scot
HMP & YOI Grampian	hmpgrampiansocialwork@aberdeenshire.gov.uk
HMP Greenock	pbsw@inverclyde.gov.uk
HMP Kilmarnock	SocialWorkTeamHMPKilmarnock@serco.onmicrosoft.com
HMP Low Moss	LowMossSocialWork@prisons.gov.scot
HMP Perth	pbswperth@pkc.gov.uk
HMYOI Polmont	PolmontSocialWork@prisons.gov.scot
HMP Shotts	shottssocialworkadmin@prisons.gov.scot

