

NATIONAL ACCOMMODATION STRATEGY FOR SEX OFFENDERS

GUIDANCE ON PARAMETERS AND MINIMUM STANDARDS FOR CONDUCTING ENVIRONMENTAL RISK ASSESSMENTS

MAPPA Thematic Review - Recommendation 1: Scottish Government in partnership with the Responsible Authorities should work together to produce additional guidance on the parameters and minimum practice standards for conducting ERA's which is proportionate, practicable and sustainable

DOCUMENT HISTORY

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1.0 Document Information

Document Title	National Accommodation Strategy for Sex Offenders - Guidance on parameters and minimum standards for conducting environmental risk assessments
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The effectiveness and on-going relevance of this document will be subject to review by the relevant agencies. The next review of this document is due; however, it will be updated according to significant legislative and policy changes and re-released earlier, if required.

The Scottish Government would like to thank all the practitioners who have contributed their time and expertise during the development of this guidance and in particular those who participated in the short life working group.

2.0 Introduction

It is important to recognise that whilst these recommended parameters and minimum standards are provided as additional guidance to the Responsible Authorities for MAPP/ERA, they are only intended for use by the Responsible Authorities to the extent that such activities are compatible with the exercise by the Responsible Authorities of their statutory functions.

Information held by Responsible Authorities about individuals is covered by the Data Protection Act 1998. The Data Sharing Code of Practice issued by the Information Commissioner <https://ico.org.uk/> deals with a number of important issues such as Data Sharing and the Law; Fairness and Transparency; Security; Governance; and Individuals' Rights, which will help responsible authorities comply with these legal obligations. Further advice on information sharing is also detailed in chapter 12 of the MAPP National Guidance 2016

2.1 Overview

The National Accommodation Strategy for Sex Offenders (NASSO) forms part of the Multi Agency Public Protection Arrangements (MAPP) and outlines how housing forms an integral part of this process.

The NASSO sets out arrangements for housing offenders who are subject to sex offender notification requirements (SONR) with particular focus on assessing and managing the risks posed by such offenders living in a particular community, location and property.

Local Authorities, the Police and the Scottish Prison Service as Responsible Authorities (RA's) are required to work together to minimise the potential risk each sex offender may pose.

The effective management of offender's is enhanced by close working relationships and meaningful information sharing arrangements. This would include health boards /NHS and registered social landlords (RSL's) . Health boards / NHS and RSL's are duty to co-operate agencies and will work alongside the RA's to identify where applicable, suitable housing and support the management of potential risk.

The prime consideration when assessing the suitability of accommodation for offenders is the safety of the community.

2.2 Purpose

The HM Inspectorate of Constabulary in Scotland and the Care Inspectorate Joint Thematic Review of MAPPA in Scotland published in November 2015 detailed the following recommendation:

“Scottish Government in partnership with Responsible Authorities should work together to produce additional guidance on the parameters and minimum practice standards for conducting an Environmental Risk Assessment which is proportionate, practicable and sustainable.”

An “environmental risk assessment” is carried out by the Responsible Authorities to identify whether there are any housing-related risks associated with a particular offender. The assessment brings together information on the offender, proposed property and location and nearby households. This informs the responsible authorities decisions on housing the offender in a way that can be used in the risk management of that offender to minimise risks to the community.

Environmental risk assessments must be done collaboratively with individual agencies providing the relevant information that they hold. Where an ERA is required all agencies are implicit in carrying out the assessment.

The Responsible Authority is the lead agency in all cases. Given the ERA process will commence when an individual is convicted and their address registered, in the majority of initial cases the lead agency will be Police Scotland. Criminal Justice Social Work will be the lead agency in all cases where the registered sex offender is subject to any Criminal Justice License or Order.

This guidance has been designed to provide Responsible Authorities with minimum practice standards which must be used when carrying out Environmental Risk Assessments. Individual agencies will ensure compliance with these standards.

The purpose of these minimum practice standards is to:

- Ensure national consistency of the data and information which is considered when carrying out an ERA across all Responsible Authorities;
- Provide clear guidance on the information that must be checked when assessing the suitability of accommodation when housing registered sex offenders in local communities.

This document should be read in conjunction with the National Accommodation Strategy for Sex Offenders

3.0 Offenders subject of Environmental Risk Assessments

Environmental Risk Assessments must be carried out by Responsible Authorities for:

- every new offender on initial registration and any subsequent change of address.

Thereafter an annual review must be carried out for:

- all offenders managed at MAPPA levels 2 and 3;
- all MAPPA level 1 high / very high risk offenders;
- those offenders who are subject of a Sexual Offences Prevention Order or a Risk of Sexual Harm Order;
- any other offender who is subject to notification and it is deemed necessary to do an ERA. For example home leave addresses and additional registered addresses.

4.0 Review timescales for Environmental Risk Assessment

An ERA is accurate at the time it is undertaken, but owing to the continual changing nature of communities Responsible Authorities must keep them under review. Under MAPPA arrangements at review meetings housing must be discussed and considered. *(add link to MAPPA guidance and templates)* All registered sex offenders who meet the criteria above will be subject of an initial ERA (including any subsequent address) and thereafter every year a full review of the ERA must be carried out.

Whilst it is recognised that some cases may be complex and require more in depth research it is recommended as a minimum that an initial ERA should be carried out by all agencies within 7 clear working days (Sex Offender Liaison Officer to have 2 full working days and other agencies 5 full working days to carry out the checks).

As a minimum, an annual review should be carried out by all agencies within 21 clear working days.

When it becomes known that the circumstances of the registered sex offender or the environment in which they live change, Responsible Authorities on a case by case basis can trigger the need for a review of the ERA. The review frequency should be in line with the risks posed. Any changes must be highlighted in the Violent and Sex Offender Register (VISOR) and any relevant internal management systems.

Responsible authorities must routinely question registered sex offenders in relation to their current housing, including contact with neighbours and third party visitors such as health visitors and carers. All staff carrying out home visits to registered sex offenders must remain vigilant to changes in surrounding areas/environment/residents. Where concerns are identified, responsible authorities must review the risk assessment.

5.0 Minimum Data Standards

5.1 Partner Agency Involvement

Agency	Contact (Recommended)
Local Authority: <ul style="list-style-type: none"> ▪ Criminal Justice Social Work ▪ Children and Families Social Work ▪ Vulnerable Adults ▪ Education 	Team Manager (CJSW)
Local Authority Housing Service	Sex Offender Liaison Officer (SOLO)
Registered Social Landlord	Link Officer
National Health Service	Liaison Officers / Designated Area MAPPA Lead
Police	Detective Sergeant – Offender Management Unit
Scottish Prison Service	MAPPA Integrated Case Management Coordinator
SACRO – (or other organisations providing support where an offender has an intensive support package being provided)	Support Worker

5.2 Database Checks

These checks are recommended. Not all these databases will need to be checked in every case that is dependent on the offender and the property being considered. Which agency carries out the checks will depend on access to systems and agreement locally.

Agency	Database Checks
Local Authority Criminal Justice Social Work	<ul style="list-style-type: none"> • Internal Case Management Systems (including children and Families Social work checks) • Adult Protection
Local Authority Housing (SOLO)	<ul style="list-style-type: none"> • Council Tax • Housing Benefit Data • Electoral Register • Housing Management / Homeless systems • Private Landlord Registration • Care Inspectorate Website • Accommodation Information including; type, size, tenure type, entrance/door entry, room location and floor plans if available
Police	<ul style="list-style-type: none"> • Violent and Sex Offender Register (ViSOR) • STORM CALL Management System or equivalent • Criminal History System (CHS) • Police National Computer (PNC)

	<ul style="list-style-type: none">• Scottish Intelligence Database (SID)• Vulnerable Persons Database (VPD)• Mapping• Community Officer Local Knowledge• Crime Recording Systems
Local Authority Education	<ul style="list-style-type: none">• School Management Information System (SEEMIS)
NHS	<ul style="list-style-type: none">• Internal Case Management Systems
Scottish Prison Service	<ul style="list-style-type: none">• Intelligence checks where applicable

5.3 Physical Checks

Once a potential property has been identified for an offender, a physical check must be carried out to identify any potential risk to the community and to the offender. Any concerns must be documented in VISOR and any other relevant internal management systems. The checks undertaken should take account of any risks that are identified and the specific victim profile. Checks should include the following:

Play Parks
Community Centres
Churches
Shops
Schools/Nurseries
Sheltered housing developments
CCTV Location
Licensed Premises
Children's toys / equipment within gardens
Children's window dressings
Any other significant evidence of a person fitting the victim profile

The majority of cases will be completed by Police Offender Management Unit in collaboration with Local Community Policing. These checks can be carried out by the best placed agency depending upon the offender.,.

5.4 Minimum Parameters

When completing an Environmental Risk Assessment (ERA), the minimum requirement of the properties that should be included as part of the assessment are as follows:

- For multi-story properties; all the properties on the same floor as the address being reviewed.
- For tenement properties; all properties within the same tenement close as the address being reviewed.
- For shared accommodation – all occupants must be checked
- For cottage flats, semi-detached & detached properties; this will be determined on a case by case basis but should include all adjacent properties and may include properties where the garden boundaries border each other.

Depending on the risk the offender poses and taking account of the physical checks the Responsible Authorities will need to consider on a case by case basis whether the parameters need to be extended beyond the minimum requirement.

5.5 Victims

As highlighted in the MAPPA guidance the responsible authorities must satisfy themselves that they have thoroughly considered the potential risks to which any victim may be exposed and put in place appropriate robust plans to minimise the likelihood of the offender causing further serious harm. By adhering to these minimum practice guidelines when completing an ERA the responsible authorities will minimise the likelihood of an offender being released from custody and being accommodated within the same neighbourhood locality as a victim.

5.6 Completion of ERA

Before proceeding with an allocation of a property or the annual review process individual agencies are required to sign off their agreement of the ERA. The lead agency will sign off the final decision. The lead agency in each case must thoroughly consider the views and comments provided by all agencies throughout the ERA process, take cognisance of any concerns raised, and fully document their conclusion and reasons for the decisions they have made. On occasions where there is disagreement, a meeting, if required will be called by the Responsible Authorities and a decision will be reached.

DRAFT

**MAPPA NATIONAL STRATEGY GROUP MEETING
LOTHIAN ROOM FETTES AVENUE, EDINBURGH
28 September 2016**

Present

[REDACTED] (chair) Scottish Government (SG),
 North Strathclyde Strategic Oversight Group (SOG)
 Northern SOG
 South West Scotland SOG
 Forth Valley SOG
 Lanarkshire SOG
 Edinburgh, Lothian & Borders SOG
 Glasgow SOG
 Tayside SOG
 Fife SOG
 Police Scotland
 RMA
 Forensic Network
 SG, Community Justice
 National Systems Support (NSS)
 Scottish Prison Service (SPS)
 SG, Social Housing Charter & Regulation Manager
 SG, Community Safety Unit (CSU)
 SG, CSU
 SG, CSU

1. Welcome, Introductions and Apologies

1.1 [REDACTED] welcomed members to the latest meeting of the MAPPA National Strategic Group (NSG). It was noted that the membership now included [REDACTED] Tripartite Group chair, and [REDACTED] and [REDACTED] representing the RMA, and Forensic Network respectively.

1.2 Apologies had been received from:

- [REDACTED] Chair Northern SOG
- [REDACTED] Chair, North Strathclyde SOG
- [REDACTED] Social Work Scotland
- [REDACTED] Police Scotland
- [REDACTED] SG Child Protection

2. Minutes of the previous meeting

2.1 The Report from the MAPPA NSG workshop held on 3rd May was agreed as a true record.

3. Remit and membership

3.1 [REDACTED] explained the background to the recently circulated paper setting down the new national oversight structure/membership of the NSG and MAPPA Development Group (MDG). In doing so he drew attendees' attention to the fact that the MDG which previously reported to the Tripartite Group would now report to the NSG. Its principal function would be to consider the future development of MAPPA.

3.2 In further discussion it was noted that issues of a strategic nature for the responsible authorities would continue to be considered within the NSG. When substantive issues were raised that cannot be addressed by the NSG they would be referred to the Tri-partite Group for resolution.

3.3 In closing this part of the discussion NSG members agreed the terms and membership of the Group.

4. MAPPA Thematic Inspection

4.1 [REDACTED] provided a brief overview of the recently circulated Action Plan. In so doing he explained that agenda items 4.1 to 4.4 picked up on 4 key aspects of the Action Plan in more detail.

4.2 On recommendation 2, [REDACTED] and [REDACTED] confirmed that whilst the RMA and SG Community Justice Division agreed in principle to implementing the recommendation, the practicalities and resource implications of doing so needed to be considered. Accordingly a meeting was scheduled for 12 October to determine if and when work could realistically be commenced.

4.3. On recommendation 3, [REDACTED] explained that the technical capacity and capability review was to be led by the joint SWS/SG Criminal Justice Development Manager post, working with Social Work Scotland (SWS) and CJSW. This post was currently vacant and discussions were on-going with SWS as to how best to take the recruitment forward to attract suitable candidates and deliver on required priorities.

4.3.1 For her part, [REDACTED] explained that Police Scotland had recently introduced computer enabled software to assist in the management and monitoring of RSOs who had committed internet related offences. It was envisaged that the software, which was being piloted over a 3-6 month period, would initially be applied to some 18 offenders currently subject to Sexual Offence Prevention Orders. It may be that local authorities could benefit from the software Police Scotland have purchased (£40 per offender), but there would likely be a cost attached for local authorities. In further wider discussion, differing views were expressed about whether it was appropriate for CJSW to be tasked with ensuring compliance with statutory licence conditions restricting the use of social media devices. In further discussion of this issue, it was generally acknowledged that the role of CJSW staff in monitoring such devices likely merited deeper consideration at a future Tripartite Group meeting.

4.3.2 In closing this part of the discussion, [REDACTED] agreed to provide an update on the police use of computer enabled software. **ACTION**

4.4 **On recommendation 4,** ██████████ explained that SG Child Protection colleagues had established an Internet Safety Working Group, with partners to update the SG Internet Safety Action Plan, which would be linked to the SG's Digital Participation and Cyber Resilience strategies. The plan was expected to be published by March 2017. In further discussion, ██████████ **agreed to commission a progress report from the Working Group, and confirm whether links had been established with Child Protection Committees. ACTION**

4.5. **On recommendation 5,** ██████████ explained that she had compiled draft Level 1 minimum practice standards, which she agreed to circulate for NSG members' comments after discussions had taken place with Police Scotland, RMA and Social Work Scotland in October with wider consultation in November/December **ACTION.**

4.5.1 In further discussion, it was noted that the developing practice standards needed to build on the on-going discussions taking place with the RMA, Police Scotland, and SWS to ensure consistency with existing and developing approaches to risk management/practice and frameworks/models, including FRAME and LS/CMI.

4.6 **On recommendation 7,** ██████████ explained that a ViSOR National Improvement Plan had been circulated to the MDG following its meeting on 25 August 2016. The plan had 4 distinct parts, namely accessibility, usability, vetting, and communication.

4.6.1 In terms of access, the Home Office had agreed the terms of a Risk Escalation Case to allow relocation of existing ViSOR terminals from secure locations to open CJSW offices.

4.6.2 In terms of usability, ██████████ explained that following a ViSOR Professionals meeting on 30 June 2016, and subject to NSG agreement, the MDG proposed developing a business requirement review of ViSOR, and identify a project lead to scope a Virtual Private Network (VPN) solution for CJSW. It was also noted that consideration continued to be given to the development of a single – terminal access solution.

4.6.3 The issue of the NPPV2/3 vetting standard was also raised. ██████████ explained that the vetting standards were unlikely to be relaxed. Indeed they were more likely to be adopted by other IT systems where CJSW had access. For their part a number of NSG members noted widespread staff and union concern about the intrusive nature of such vetting, which was considered disproportionate.

4.6.4 In further discussion, it was recognised that a range of different advice from individual local authority HR departments, and certain local anecdotal experiences relative to vetting 'failures', had raised anxiety levels among staff. It was agreed that effective communication and engagement needed to be put in place to overcome the enduring barriers to the effective and efficient usage of ViSOR by CJSW. In this latter connection it was acknowledged that Local Authority Chief Officers/Chief Social Work Officers, were best placed to consider the communications aspects of the Action Plan.

4.6.5 In concluding this part of the discussion the following actions were assigned to the MDG: **ACTION**

- **update and circulate ViSOR Action Plan;**
- **revisit communications aspects of Action Plan with Local Authority Chief Officers/Chief Social Work Officers;**
- **develop future business requirement review of ViSOR, and identify lead to scope a VPN solution for CJSW for NSG approval; and**
- **ascertain current position of each local authority on vetting process and usage.**

4.7. On **recommendation 9**, [REDACTED] circulated a paper that outlined trends in sexual offence convictions over the last 10 years in Scotland as measured through the Scottish Government's Criminal Proceedings database. It also provided some provisional projections for the next three years. [REDACTED] further explained that the main trends presented required further work and did not go as far as estimating numbers of offenders for MAPPAs. It was hoped the data would aid as more of a discussion piece for the NSG and went some way to address recommendation 9.

4.7.1 [REDACTED] noted that the data did not throw up any surprises so far. Key issues to note were that the pool of MAPPAs offenders would probably keep growing well beyond the point of when convictions for sexual offences slowed down. [REDACTED] also took the opportunity to remind NSG members that the SG's recorded crime statistics came out on 27 September showing the latest figures on sexual crime for 2015-16. Both sets of data told the same story in terms of increases in people convicted of sexual crime, and a rise in offences with an internet related element.

4.7.2 In further discussion, the following main points were noted:

- the SPS was working with the SG to better understand the various challenges the prison estate faced, including the reform of the female estate, young offenders, an aging prison population, and the growth in sex offenders generally;
- changes introduced by the police had transformed how sexual crime was investigated; and
- there had been a significant rise in the number of sex offenders due to historic cases and/or as a result of specific operations, e.g. Operation Lattice.

4.7.3 In closing this part of the discussion, NSG members acknowledged that the trends paper was a useful start that should be built upon, and agreed that:

- the trends and projections paper should be circulated electronically **ACTION Secretariat;**
- NSG members should provide comments on the trends and projections paper (with particular consideration given to how to enhance the resource

implications of the projections aspect) and share any other data analysis (local or national) they have or are aware of **ACTION NSG members**;

- consider availability of research supporting proportionality, and possible collaboration with Scottish Institute for Policing Research **ACTION Secretariat**.

5. MAPPAs and Housing

5.1 ██████ explained that the recently circulated draft Environmental Risk Assessment (ERA) guidance was the product of a multi-agency short life working group (SLWG), and on-going consultation with a range of interested Forums.

5.2 In further discussion, NSG members recognised that by its very nature such national guidance could not capture all existing practice across Scotland, nor was its objective to deliver aspirational standards. Rather they were 'minimum practice standards' which should reflect the terms of the underpinning recommendation relative to proportionality, practicality and sustainability.

5.3 ██████ invited NSG members to provide comments on the current draft by 17 October. **ACTION**

5.4 In closing this part of the discussion it was noted that all feedback would need to be considered by the SLWG before changes were made, and that the final version would be shared with the NSG before it is presented to Ministers. In response to further questioning, ██████ confirmed that the guidance was likely to require Ministerial clearance before it issued; that such approved guidance would form part of the National Accommodation Strategy for Sex Offenders (NASSO), which itself was likely to be the subject of review sometime in 2017. It was also acknowledged that any review of NASSO would probably prompt a review of the out of area transfer of RSOs, which would involve wider Housing/Community Justice interests.

6 Role of MAPPA Coordinator

6.1 ██████ spoke to her recently circulated paper setting down the streamlined function/role of MAPPA Coordinators. She explained that the paper was informed by a recent review undertaken in collaboration with Coordinators to rationalise the MAPPA Coordinator responsibilities as included in the current version of MAPPA Guidance. This had now been endorsed by Coordinators and, subject to NSG views, would be included in the next publication of MAPPA Guidance.

6.2 In general discussion, NSG members were content to agree the proposed changes. In doing so they acknowledged the importance of continuing to allow for legitimate flexibility, and the importance of Coordinators linking with other cross-cutting public protection areas.

6.3 ██████████ undertook to include the approved revised description of "Function and role of MAPPA Coordinator" in the next version of MAPPA guidance. **ACTION**

7. Engagement Strategy

7.1 ██████████ spoke to the recently circulated draft Strategy and associated MAPPA leaflet, which represented the SG's response to recommendation 8 of the Thematic Report. The draft Strategy had been considered and agreed by SG Comms Justice and the MDG, when it met on 25 August.

7.2 ██████████ noted that the Strategy encouraged the use of existing infrastructure for engagement. He also explained that it would be revised to take account of comments from Stop it Now consultees that responsible authorities should engage with elected members more regularly, to better explain MAPPA. Further revision might also be necessary to compliment certain of the terms/messages in the National Strategy for Community Justice. **In this latter connection it was agreed that CoSLA's Community Justice Sub-Group should be approached for comment. ACTION**

**NSG members were also invited to provide comment by 12 October 2016
ACTION**

8. MAPPA SCR Process

8.1 ██████████ explained that the recent amendment to the criteria ensured a robust process so that any and all relevant learning regarding an offender's multi-agency management could be captured and considered. These changes would go some way towards delivering on recommendation 10 of the Thematic Report.

8.2 The new process included MAPPA extension cases and the new forms underpinning the process would be accepted by the Care Inspectorate, as part of its Significant Incident Review process.

8.3 Among other things, the new process reinforced continuity which allowed for a better understanding of the case's history and progress, as well as clearer instruction as to the identification and sharing of local/national learning. In this latter connection, MAPPA Coordinators had agreed to redact and through the SG, share ICRs/SCRs.

8.4 In further discussion, it was agreed that analysis of the key trends and findings emanating from ICRs/SCRs was needed. In response, ██████████ confirmed that such analysis was likely to be conducted in early 2017. It was also recognised that the National Child Protection Review might offer an optimal ICR/SCR methodology for the future. It was also acknowledged that the form(s) needed to make clear when different people were involved in particular stages of a review.

9. Update for the Scottish Prison Service

9.1 ██████████ explained that the SPS was working with the SG and key partners to address a number of complex population management and estate configuration challenges it faced nationally. These challenges were alluded to in the recent HMIP report on Barlinnie (7 Sept 2016), and sex offenders and domestic abuse perpetrators were expected to feature strongly in these considerations.

9.2 He also noted that the SPS was taking forward work with Parole Scotland, and others relative to the issue of immediate release following a tribunal. Work and thinking in this area had been informed by the provision joint legal advice.

9.3 In closing this part of the discussion, ██████████ explained that the MAPPAs extension had also surfaced some existing Social Work practice issues, and emerging thinking on ICR/SCR processes which needed to be resolved.

10. Update from Police Scotland

10.1 ██████████ noted that the piloting of the Police Practice Model was due to conclude towards the end of 2016. She also alluded to on-going liaison with Home Office Immigration Enforcement relative to the deportation of foreign national RSOs. In this latter connection consideration was being given to the development of an Engagement Strategy in relation to the successful deportation of such nationals.

11. Update from Strategic Oversight Group Chairs (including SCRs/ICRs)

11.1 SOG Chairs provided the following updates from their areas:

South West Scotland

11.2 ██████████ noted that, among other things, SWS had:

- developed an out of area housing protocol and offender management media strategy;
- held a number of development and multi-agency training events looking at the Thematic Report and internet offenders; and
- embraced continuous improvement by developing a Multi Agency Case File Audit Tool.

Additionally, ██████████ explained that the Chief Officers Group for South Ayrshire wished it noted that risk existed relative to the current challenges experienced in the completion of the 2014 (new) document set.

Lanarkshire

11.3 ██████████ confirmed that interviews were being conducted following the departure of the long-serving MAPPAs Coordinator. She also noted on-going work relative to ERAs and the implications of holding accommodation vacant for RSOs which she expected to be benchmarked against the ERA guidance being produced in response to the Thematic Report.

11.4 The Lanarkshire SOG had considered a number of ICRs that raised a small number of single agency learning points, principal of these being the challenges presented by RSOs with learning difficulties. In this latter connection, [REDACTED] mentioned the potential scope within the current Appropriate Adult Scheme arrangements to engage AAs in certain of their dealings with RSOs who were mentally disordered, particularly those needing to comply with various statutory obligations.

Forth Valley

11.5 [REDACTED] confirmed preparations were being made for the departure of the area's longstanding MAPPA Coordinator. Also, the subject of a recent SCR who had gone on to commit further offences also raised issues relative to Adult Protection that perhaps required a joined up Public Protection approach.

Tayside

11.6 [REDACTED] noted that a recent ICR involving a young RSO had raised issues in terms of the effectiveness and levels of expertise in the arrangements for managing the youngest registered sexual offenders and these did involve the same benefits as adult criminal justice services colocation with the public protection unit. [REDACTED] also summarised local discussions relating to the application of the SA07 risk assessment for offender groups that the tool is not accredited for. [REDACTED] advised that there was a 'Train the Trainers' course currently taking place where advice would be sought from the trainer [REDACTED] and thereafter explored further with the author of the SA07 tool (Carl Hanson). Upon completion, the outcome of this work would be shared with the SA07 Trainers group. [REDACTED] **agreed to share any national update with the SA07 Trainers Group on the application of SA07/RM2K, following consultation with Messrs [REDACTED] and Hanson. ACTION**

Northern

11.7 [REDACTED] noted the significant increase in ICRs following the change to the qualifying criteria. He also confirmed that in light of the new Community Justice model being introduced and the specific geographic challenges presented in delivering MAPPA across the Grampian and the Highland and Islands areas, consideration was being given to the creation of 2 SOGs.

Glasgow/Fife

11.8 [REDACTED] and [REDACTED] both noted the significant increase in ICRs following the change to the qualifying criteria. For her part, [REDACTED] noted that 4 ICRs had been considered in September, all of which raised certain single-agency learning.

Update from SG

12 [REDACTED] suggested that the next NSG meeting in February 2017 would largely be devoted to the MAPPA extension. Recent data confirmed that some 48 offenders had been considered since March 2016, of which 22 had been accepted. Of these 10 were currently in the community and 10 were in custody (with 2 archived). [REDACTED] also agreed to **ACTION**:

- **circulate the Action Plan relative to the 17 areas of development in Thematic Report:**
- **circulate the approved ICR/SCR notification form; and**
- **send Community Justice website link with update relative to new model for Community Justice.**

AOCB

13. No other business was noted.

Date of 2017 Meeting

14. The following dates have subsequently been suggested for meetings in 2017:

- 15/16 February (Glasgow)
- 14/15 June
- 11/12 October

**MEETING OF THE MAPPA NATIONAL STRATEGIC GROUP, 28 SEPTEMBER
2016: ACTION LIST**

Item	Action by	Timescale
<u>MAPPA Thematic Inspection</u>		
On rec 3: provide update on Police Scotland use of computer enabled software.	[REDACTED]	ASAP
On rec 4: provide update on Internet Safety Working Group progress and confirm links with CPCs.	[REDACTED]	ASAP
On rec 5: circulate draft Level 1 standards for members comments thereafter.	[REDACTED] NSG members	ASAP
On rec 7: (1) update and circulate ViSOR Action Plan, (2) revisit communications aspects of said Plan with Local Authority Chief Officers/Chief Social Work Officers, and (3) develop future business requirement review of ViSOR, and identify lead to scope a VPN solution for CJSW for NSG approval; (4) ascertain current position of each local authority on vetting process and usage.	[REDACTED]	ASAP
On rec 9: (1) circulate trends and projections paper electronically; (2) provide comments on trends and projections paper (with particular consideration given to how to enhance the resource implications of the projections aspect) and share equivalent data analysis; (3) consider availability of research supporting proportionality, and possible collaboration with Scottish Institute for Policing Research.	(1) Secretariat (2) NSG members, (3) Secretariat	ASAP
<u>MAPPA and Housing</u>		
Provide comments on draft ERA guidance.	NSG members	17 Oct 2016

Role of MAPPA Coordinator

Include approved revised description of "Function and role of MAPPA Coordinator" in next version of MAPPA guidance.

[REDACTED]

ASAP

Engagement Strategy

(1) provide comments on draft Engagement Strategy, (2) Consult CoSLA Community Justice Sub Group.

(1) NSG members,
(2) [REDACTED]

(1) 12 Oct 2016
(2) ASAP

Police Scotland

To share national update with SA07 Trainers Group on application of SA07/RM2K (after consultation with [REDACTED]).

[REDACTED]

ASAP

Scottish Government

(1) Circulate Action Plan relative to 17 areas of development in Thematic Report.

[REDACTED]

ASAP

(2) Circulate approved ICR/SCR notification form.

[REDACTED]

ASAP

(3) Send link to Community Justice website update relative to new model for Community Justice.

Secretariat

ASAP

Dates of 2017 Meetings

Confirm availability for the following suggested meeting dates in 2017 (venues to be confirmed)

NSG members

Immediate

- 15/16 February
- 14/15 June
- 11/12 October

Subject: MAPPA National Strategic Group
Location: Lothian Room, Fettes Avenue Edinburgh

Start: Wed 28/09/2016 10:30
End: Wed 28/09/2016 13:30
Show Time As: Tentative

Recurrence: (none)

Meeting Status: Not yet responded

Organizer: [Redacted]

Required Attendees: [Redacted]@northlan.gcsx.gov.uk);
[Redacted]@angus.gov.uk; [Redacted]@fife.gcsx.gov.uk);
[Redacted]@glasgow.gcsx.gov.uk';
[Redacted]@scdea.pnn.police.uk); [Redacted]@sps.pnn.gov.uk);
[Redacted]@scotland.pnn.police.uk);
[Redacted]@scotland.pnn.police.uk);
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(Social Work) [Redacted]@glasgow.gov.uk);
[Redacted]@scotland.pnn.police.uk'; [Redacted]@renfrewshire.gcsx.gov.uk'
[Redacted]@renfrewshire.gcsx.gov.uk); [Redacted]@eastrenfrewshire.gov.uk

Optional Attendees: [Redacted] (Social Work)'; [Redacted]

Categories: Red Category

Dear All,

Please find attached the agenda, and group remit for the above meeting next Wednesday.



- I also enclose the following papers which will fall to be considered under agenda item 4:
- Thematic Inspection Action Plan (to follow);
 - Environmental Risk Assessment guidance;
 - Role of the MAPPA Coordinator;
 - Offender Management Engagement Strategy, including MAPPA leaflet; and
 - MAPPA SCR process.



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ROLE OF MAPPA
COORDINATOR ...



MAPPA
Engagement Str...



MAPPA Offender
Leaflet - DRAFT...



MAPPA
SIGNIFICANT CA...

I look forward to seeing you all next week.

Kind Regards

Regards

[Redacted]
Community Safety Unit
Safer Communities Division
Scottish Government

[Redacted]

[Redacted]@scotland.gsi.gov.uk

**MAPPA NATIONAL STRATEGIC GROUP
POLICE SCOTLAND FETTES AVENUE EDINBURGH**

28 September 2016, 10:30 Hours

AGENDA

- 1. Welcome, Introductions and Apologies**
- 2. Minutes of previous meeting**
- 3. Remit and membership**
- 4. MAPPA:Thematic Inspection Action Plan**
 - 4.1 MAPPA and Housing**
 - 4.2 Role of MAPPA Coordinator**
 - 4.3 Offender Management Engagement Strategy**
 - 4.4 MAPPA SCR process**
- 5. Update from Scottish Prison Service**
- 6. Update from Police Scotland**
- 7. Update from Strategic Oversight Group Chairs, including SCRs/ICRs**
- 8. Update from Scottish Government Community Safety Unit**
- 9. AOCB**
- 10. Date of Next Meeting**

MAPPA NATIONAL STRATEGIC GROUP REMIT AND RESPONSIBILITIES

The National Strategic Group was established in 2011 to bring together the Chairs of the various Strategic Oversight Groups to provide oversight and strategic direction for MAPPA in Scotland.

The purpose of this document is to confirm the remit and responsibilities of the group and to provide a structured work plan which allows the strategic group to evidence delivery of the various elements within given timescales.

Remit

To support delivery of the Multi Agency Public Protection Arrangements (MAPPA) in Scotland:

1. providing effective national oversight of MAPPA;
2. identifying strategic priorities for MAPPA, ensuring clarity of purpose and vision;
3. improving quality, consistency and effectiveness;
4. supporting innovation, sharing best practice and improving communication/co-ordination across MAPPA;
5. ensuring the development and strengthening of links between MAPPA and related policies and processes, particularly in relation to the wider offender management and public protection landscapes;
6. supporting effective communication with the public on the management of offenders under MAPPA;
7. considering and supporting the development of proposals for legislation, research and other measures to reduce reoffending;
8. supporting the development of a coherent Scottish response on reserved and other issues relating to the management of MAPPA offenders

Responsibilities

Scottish Ministers have overall responsibility for policy to reduce reoffending and will make final decisions on issues of national policy. Within this context, the group will be responsible for the oversight of the following in relation to MAPPA.

- Supporting the development of strategy (including horizon scanning) and planning, including the publication of an annual report
- Governance and accountability (including scrutiny and governance of relevant action plans)
- Review and development of MAPPA procedures
- Quality and performance: statistics, research, standards, quality assurance processes, workforce development and training
- Effective and efficient use of resources
- Identifying and disseminating best practice across MAPPA areas (including lessons learned from Significant Case Reviews and innovative practice)
- Oversight of MAPPA documentation
- Effective Public Engagement/Communications strategy
- The MAPPA development sub-group

When substantive issues are raised that cannot be addressed by the NSG they will be referred to the Tri-partite Group for resolution and to inform the work of its constituent bodies, ensuring consistency with the policy concerns of Scottish Ministers and the wider interests of the Scottish justice system.

Agencies will appoint representatives to the NSG with the appropriate authority and responsibility to best take forward the functions required by the group's remit. The NSG will invite nominations from other agencies to be represented at NSG meetings where necessary. Membership will include:

Chairs of the 8 local MAPPA Strategic Oversight Groups
 Police Service of Scotland
 Social Work Scotland
 NHS Scotland
 Scottish Prison Service
 Risk Management Authority

NATIONAL ACCOMMODATION STRATEGY FOR SEX OFFENDERS

GUIDANCE ON PARAMETERS AND MINIMUM STANDARDS FOR CONDUCTING ENVIRONMENTAL RISK ASSESSMENTS

MAPPA Thematic Review - Recommendation 1: Scottish Government in partnership with the Responsible Authorities should work together to produce additional guidance on the parameters and minimum practice standards for conducting ERA's which is proportionate, practicable and sustainable

DOCUMENT HISTORY

Date of Issue	Version	Sections Affected	Modification Details	Document Author
	1.0		Draft	Housing Services Policy Unit – Scottish Government

DISTRIBUTION

Name	Organisation	Function

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1.0 Document Information

Document Title	National Accommodation Strategy for Sex Offenders - Guidance on parameters and minimum standards for conducting environmental risk assessments
Version	1.0
Publication date	TBC
Author(s)	Short Life Multi-Agency Working Group: Sex Offender Liaison Officers Police Scotland Criminal Justice Social Work Scottish Prison Service Scottish Government
Document Review	Jointly by Relevant Agencies as per Authors

The effectiveness and on-going relevance of this document will be subject to review by the relevant agencies. The next review of this document is due; however, it will be updated according to significant legislative and policy changes and re-released earlier, if required.

The Scottish Government would like to thank all the practitioners who have contributed their time and expertise during the development of this guidance and in particular those who participated in the short life working group.

2.0 Introduction

2.1 Overview

The National Accommodation Strategy for Sex Offenders (NASSO) forms part of the Multi Agency Public Protection Arrangements (MAPPA) and outlines how housing forms an integral part of this process.

The NASSO sets out arrangements for housing offenders who are subject to sex offender notification requirements (SONR) with particular focus on assessing and managing the risks posed by such offenders living in a particular community, location and property.

Local Authorities, the Police, the Scottish Prison Service and Health Boards as Responsible Authorities (RA's) are required to work together to minimise the potential risk each sex offender may pose.

The effective management of registered sex offender's is enhanced by close working relationships and meaningful information sharing arrangements between housing providers, including registered social landlords (RSL's) . RSL's are a duty to co-operate agency and will work alongside the RA's to identify where applicable, suitable housing and support the management of risk.

The prime consideration when assessing the suitability of accommodation for offenders is the safety of the community.

2.2 Purpose

The HM Inspectorate of Constabulary in Scotland and the Care Inspectorate Joint Thematic Review of MAPPA in Scotland published in November 2015 detailed the following recommendation:

"Scottish Government in partnership with Responsible Authorities should work together to produce additional guidance on the parameters and minimum practice standards for conducting an Environmental Risk Assessment which is proportionate, practicable and sustainable."

An "environmental risk assessment" is carried out by the responsible authorities to identify whether there are any housing-related risks associated with a particular offender. The assessment brings together information on the offender, proposed property and location and nearby households. This informs the responsible authorities decisions on housing the offender in a way that can be used in the risk management of that offender to minimise risks to the community.

Environmental risk assessments must be done collaboratively with individual agencies providing the relevant information that they hold. Where an ERA is required all agencies are implicit in carrying out the assessment.

Responsible Authorities will set out clearly who has lead responsibility in each case for carrying out Environmental Risk Assessments. Given the ERA process will commence when an individual is convicted and their address registered, in the majority of initial cases the lead agency will be Police Scotland. Criminal Justice Social Work will be the lead agency in all cases where the registered sex offender is subject to any Criminal Justice License or Order.

This guidance has been designed to provide Responsible Authorities with minimum practice standards which must be used when carrying out Environmental Risk Assessments. Individual agencies will ensure compliance with these standards. In some cases Responsible Authorities have developed their own enhanced standards which go beyond these minimum standards.

The purpose of these minimum practice standards is to:

- Ensure national consistency of the data and information which is considered when carrying out an ERA across all Responsible Authorities;
- Provide clear guidance on the information that must be checked when assessing the suitability of accommodation when housing registered sex offenders in local communities.

This document should be read in conjunction with the National Accommodation Strategy for Sex offenders in Scotland. (**hyperlink to be added**)

3.0 Offenders subject of Environmental Risk Assessments

Environmental Risk Assessments must be carried out by Responsible Authorities for:

- every new offender on initial registration and any subsequent change of address.

Thereafter an annual review must be carried out for:

- all offenders managed at MAPPA levels 2 and 3;
- all MAPPA level 1 high / very high risk offenders;
- those offenders who are subject of a Sexual Offences Prevention Order and Risk of Sexual Harm Order;
- Those offenders who are subject of a notification requirement (for any notifiable offence) and have committed sexual offences where the victims are children (Incorporating both internet and contact offences and including non-convictions or where there is intelligence to indicate a child victim;
- any other offender who is subject to notification and it is deemed necessary to do an ERA. For example home leave addresses and additional registered addresses.

4.0 Review timescales for Environmental Risk Assessment

An ERA is accurate at the time it is undertaken, but owing to the continual changing nature of communities Responsible Authorities must keep them under review. Under MAPPA arrangements at review meetings housing must be discussed and considered. *(add link to MAPPA guidance and templates)*

All registered sex offenders who meet the criteria above will be subject of an initial ERA (including any subsequent address) and thereafter every year a full review of the ERA must be carried out.

As a minimum an initial ERA should be carried out by all agencies within 7 clear working days (Sex Offender Liaison Officer to have 2 full working days and other agencies 5 full working days to carry out the checks).

As a minimum, an annual review should be carried out by all agencies within 21 clear working days.

When the circumstances of the registered sex offender or the environment in which they live change, Responsible Authorities on a case by case basis can trigger the need for a review of the ERA. The review frequency should be in line with the risks posed. Any changes must be highlighted in the Violent and

Sex Offender Register (VISOR) and any relevant internal management systems.

Responsible authorities must routinely question registered sex offenders in relation to their current housing, including contact with neighbours and third party visitors such as health visitors and carers. All staff carrying out home visits to registered sex offenders must remain vigilant to changes in surrounding areas/environment/residents. Where concerns are identified, responsible authorities must review the risk assessment.

5.0 Minimum Data Standards

5.1 Partner Agency Involvement

Agency	Contact (Recommended)
Local Authority: <ul style="list-style-type: none"> ▪ Criminal Justice Social Work ▪ Children and Families Social Work ▪ Vulnerable Adults ▪ Education 	Team Manager (CJSW)
Local Authority Housing Service	Sex Offender Liaison Officer (SOLO)
Registered Social Landlord	Link Officer
National Health Service	Liaison Officers / Designated Area MAPPA Lead
Police	Detective Sergeant – Offender Management Unit
Scottish Prison Service	MAPPA Integrated Case Management Coordinator
SACRO – (or other organisations providing support where an offender has an intensive support package being provided)	Support Worker

5.2 Database Checks

All these system checks are mandatory. Which agency carries out the checks will depend on access to systems and agreement locally.

Agency	Database Checks
<p>Local Authority Criminal Justice Social Work</p>	<ul style="list-style-type: none"> • Internal Case Management Systems (including children and Families Social work checks) • Adult Protection
<p>Local Authority Housing (SOLO)</p>	<ul style="list-style-type: none"> • Council Tax • Housing Benefit Data • Electoral Register • Private Landlord Registration • Care Inspectorate Website • Accommodation Information including; type, size, tenure type, entrance/door entry, room location and floor plans if available
<p>Police</p>	<ul style="list-style-type: none"> • Violent and Sex Offender Register (ViSOR) • STORM CALL Management System • Criminal History System (CHS) • Police National Computer (PNC) • Scottish Intelligence Database (SID) • Vulnerable Persons Database (VPD)

	<ul style="list-style-type: none">• Mapping• Community Officer Local Knowledge• Crime Management Systems
Local Authority Education	<ul style="list-style-type: none">• School Management Information System (SEEMIS)
NHS	<ul style="list-style-type: none">• Internal Case Management Systems
Scottish Prison Service	<ul style="list-style-type: none">• Intelligence checks where applicable

5.3 Physical Checks

Once a potential property has been identified for an offender, a physical check must be carried out to identify any potential risk to the community and to the offender. Any concerns must be documented in VISOR and any other relevant internal management systems. The checks undertaken should take account of any risks that are identified and the specific victim profile. Checks should include the following:

Play Parks
Community Centres
Churches
Shops
Schools/Nurseries
Sheltered housing developments
CCTV Location
Licensed Premises
Children's toys / equipment within gardens
Children's window dressings
Any other significant evidence of a person fitting the victim profile

These checks can be carried out by the best placed agency depending upon the offender, however in the majority of cases will be completed by Police Offender Management Unit in collaboration with Local Community Policing.

5.4 Minimum Parameters

When completing an Environmental Risk Assessment (ERA), the minimum requirement of the properties that should be included as part of the assessment are as follows:

- For multi-story properties; all the properties on the same floor as the address being reviewed.
- For tenement properties; all properties within the same tenement close as the address being reviewed.
- For shared accommodation – all occupants must be checked
- For cottage flats, semi-detached & detached properties; this will be determined on a case by case basis but should include all adjacent properties and may include properties where the garden boundaries border each other.

Depending on the risk the offender poses and taking account of the physical checks the Responsible Authorities will need to consider on a case by case basis whether the parameters need to be extended beyond the minimum requirement.

5.5 Victims

As highlighted in the MAPPA guidance the responsible authorities must satisfy themselves that they have thoroughly considered the potential risks to which any victim may be exposed and put in place appropriate robust plans to minimise the likelihood of the offender causing further serious harm. By adhering to these minimum practice guidelines when completing an ERA the responsible authorities will minimise the likelihood of an offender being released from custody and being accommodated within the same neighbourhood locality as a victim.

5.6 Completion of ERA

Before proceeding individual agencies are required to sign off their agreement of the ERA. The lead agency will sign off the final decision. On occasions where there is disagreement, a meeting, if required will be called by the MAPPA Chair and a decision will be reached. In this situation the MAPPA Chair will sign off the final decision.

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6.0 APPENDIX

TEMPLATE - MULTI AGENCY REQUEST FOR ENVIRONMENTAL RISK ASSESSMENT SCAN

PART A

OFFENDER DETAILS

Name		D.O.B	
Current Address		ViSOR No:	
MAPPA Level / Risk		Reg. Expires	
Conviction M.O. (include age and sex of victim)			
Location of Victims			
Risk Formulation Statement			
Health Issues/ adaptation requirements			
Any other relevant Info e.g. alcohol, Domestic Violence			
Reason for e scan request	Annual review / Release from HMP / New address registered / Proposed homeless address / Proposed permanent address		

Name/Job Title/Agency		Date referred	
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PART B

ADDRESS BEING CONSIDERED

House No /	Street	Town	Postcode	Property Type/size/location	Property Owner

First Scan	Y/N	Review of Scan dated	
------------	-----	----------------------	--

Appendix A attached contains all relevant addresses and known occupants.

CHECKS CONDUCTED – SOLO / NASSO COORDINATOR

Date property identified / received		Date completed	
-------------------------------------	--	----------------	--

Housing System / RSL(s)	<input type="checkbox"/>	Council tax / Housing benefits	<input type="checkbox"/>
Private Landlord Registration	<input type="checkbox"/>	Assessors / Voters Role	<input type="checkbox"/>

Care inspectorate web check	<input type="checkbox"/>	SEEMIS	<input type="checkbox"/>
-----------------------------	--------------------------	--------	--------------------------

Comments and Analysis:

Is Address recommended as manageable Yes / No

Name/Job Title:	Date:
-----------------	-------

SOCIAL WORK SYSTEMS CHECKS

Date received		Date completed	
---------------	--	----------------	--

CJ cases	<input type="checkbox"/>	C&F cases	<input type="checkbox"/>	Adults at risk of harm	<input type="checkbox"/>
SEEMIS	<input type="checkbox"/>	Assessors / Voters role	<input type="checkbox"/>		

CJ Social Worker Comments and Analysis:

Is Address recommended as manageable? Yes / No

Name/Job Title:	Date:
-----------------	-------

Supervising Officer Comments and Analysis:

Is Address recommended as manageable? Yes / No

Name/Job Title:	Date:
-----------------	-------

POLICE CHECKS

Date received		Date completed	
---------------	--	----------------	--

Appendix Checklist:

IMAGE / STORM	□	VISOR	□
PNC / CHS2	□	VPD	□
SID	□	Local Crime / PPU Management	□
OMIS	□	SEEMIS	□
Community Policing	□	Assessors / Voters role	□

Name/Rank:		Date:	
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POLICE PHYSICAL CHECKS

ADDRESS	Date: _____ Officer: _____
PLAY PARKS	Date: _____ Officer: _____
COMMUNITY CENTRES/LIBRARIES	Date: _____ Officer: _____
SCHOOLS/NURSERIES	Date: _____ Officer: _____
SHOPS	Date: _____ Officer: _____
CHURCHES	Date: _____ Officer: _____
CHILDREN'S TOYS / EQUIPMENT	Date: _____ Officer: _____
ANY OTHER EVIDENCE	Date: _____ Officer: _____

OMU Managing Officer Analysis and Recommendations:

Is Address recommended as manageable? Yes / No

Name/Rank:		Date:	
------------	--	-------	--

OMU Supervisor Analysis and Recommendations:

Is Address recommended as manageable? Yes / No

Name/Rank:		Date:	
------------	--	-------	--

OTHER CHECKS WHERE APPROPRIATE – NHS and SPS

Date received		Date completed	
---------------	--	----------------	--

NHS internal case management systems

SPS intelligence checks

Comments and Analysis:

PART C

Approval of Property

Date received		Date completed	
---------------	--	----------------	--

Approval of Property Yes / No /Deferred
Comments:

Name/Position:		Date:	
----------------	--	-------	--

PART D

Decision (where agreement cannot be reached by parties)

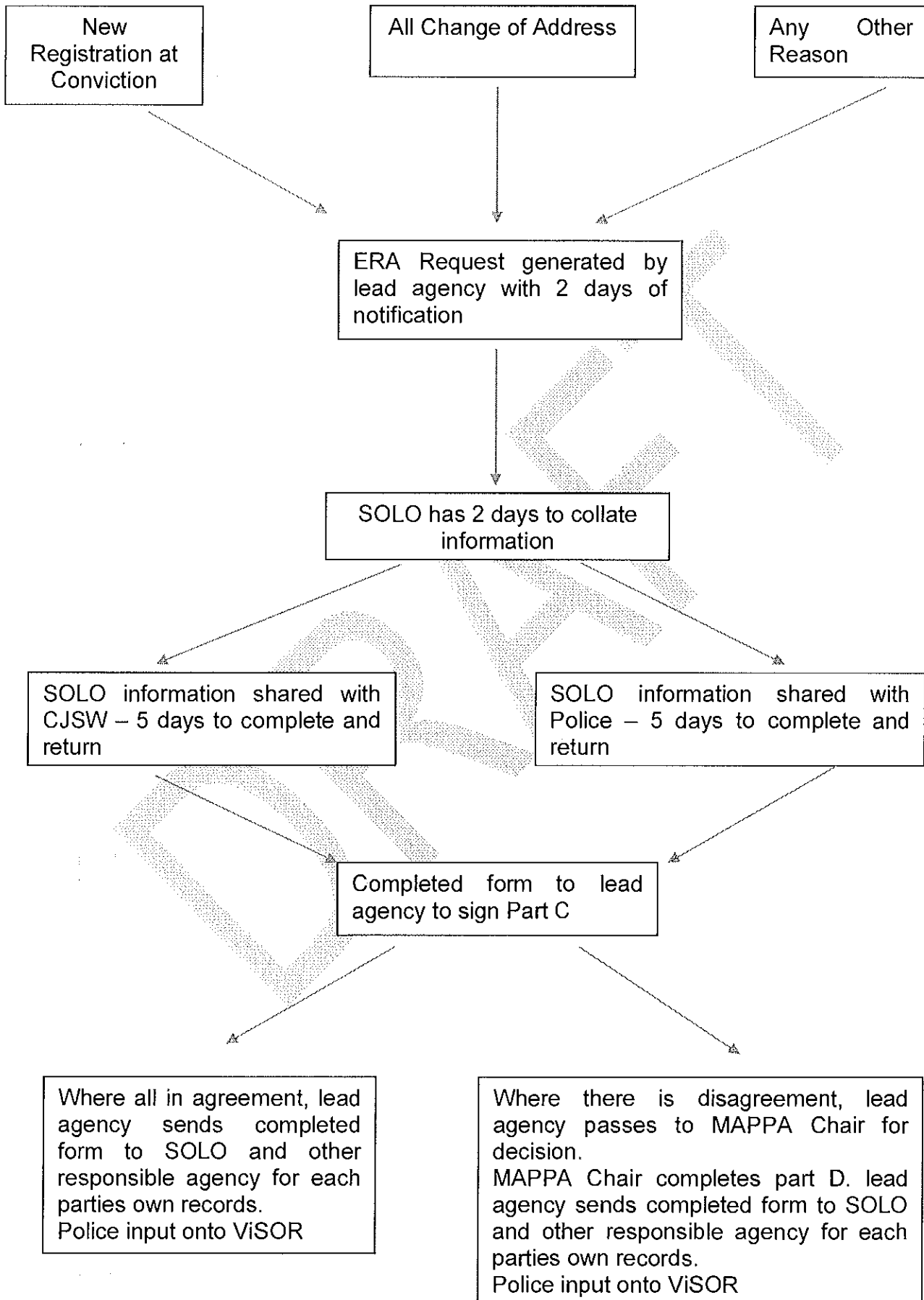
Approval of Property Yes / No

Comments and Analysis:

Name/Position:		Date:	
----------------	--	-------	--

THIS ENVIRONMENTAL SCAN WAS CORRECT AT THE TIME OF COMPLETION BASED ON THE ATTACHED COLLATED INFORMATION.

ENVIRONMENTAL RISK ASSESSMENT (ERA) PROCESS MAP



ROLE OF MAPPA COORDINATOR

The role of the MAPPA coordinator is both Strategic and Operational with the emphasis being to support and advise the Responsible Authorities on the operation of the Multi Agency Public Protection Arrangements (MAPPA) within the allocated geographic area.

The MAPPA Strategic Oversight Group will provide direction to the MAPPA Coordinator in respect of their roles and responsibilities, with these likely to include the following:

- Provide a central point of reference/consultancy to Responsible Authorities, Duty to Cooperate and other relevant agencies in relation to MAPPA and in line with Memorandums of Understanding
- Support the Responsible Authorities to develop policies, procedures and local guidance to support the operation of MAPPA in line with National Guidance
- Receive and consider notifications and referrals to MAPPA in line with current Guidance
- Maintain records and compile statistics for reporting purposes
- Act as a gatekeeper, ensuring that appropriate MAPPA Management Levels are set
- Support the Responsible Authorities in developing and maintaining appropriate links between MAPPA and other public protection partnerships
- Lead on the setting of, and attendance at MAPPA Review Meetings by relevant agencies at an appropriate level of seniority.
- Actively encourage the effective yet appropriate sharing of information prior to, during and following MAPPA Review.
- Monitor and review the effectiveness of information sharing on an on-going basis
- Act as a single point of contact for ICR and SCR reviews
- Provide quality assurance of MAPPA processes and monitor work to ensure a consistency of approach and that informed and appropriate decisions are taken
- Ensure MAPPA Records Management systems are up to date and fit for purpose
- Liaise with Senior Manager colleagues to resolve any difficulties that adversely impact upon the effective operation of MAPPA
- Maintain linkage with MAPPA Coordinators across Scotland in effort to identify and share good practice, providing mutual support
- Provide support to MAPPA Review Chairs in the Meeting process and in quality assurance of Minutes produced.
- Quality assure and provide advisory input to MAPPA Review Meetings and other relevant forums.

- Ensure the effective operation of MAPPAs administration, and where relevant provide Line Management to MAPPAs Administration staff.
- Continually monitor workload and feedback issues to the responsible authorities
- Work with Responsible Authorities to ensure delivery of the MAPPAs Annual Report
- Support the Responsible Authorities in assessing training needs and co-ordinate the delivery of/access to relevant training.
- Work with relevant others, including the Scottish Government, in effort to review and improve the operation of MAPPAs and enhance public awareness of MAPPAs
- Undertake other duties as may reasonably be expected by the MAPPAs Strategic Oversight Group.

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MAPPA

Engagement Strategy

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Introduction

1. Scotland's multi-agency public protection arrangements (MAPPA) are designed to protect the public through the assessment and management of the risk posed by sex and violent offenders. The Joint Thematic Review of MAPPA in Scotland (November 2015¹) recently pointed to the positive contribution the arrangements make. However the challenge for all of the responsible authorities and duty to cooperate agencies which operate the arrangements is to continually demonstrate excellence in an environment which remains sensitive and emotive.

2. Effective public engagement and the sharing of appropriate information are fundamental, not just to the delivery of the public protection arrangements, but also in terms of the way the public perceive the difficult and often challenging job which the agencies do.

3. The management of sex offenders in the community is increasingly influenced by social media campaigns which may impact negatively on offender management and on public reassurance. The need for a national overarching communications strategy to raise awareness of MAPPA in Scotland was recognised by the Joint Thematic Inspection team.

MAPPA Thematic Review Recommendation 8: The Scottish Government in partnership with Responsible Authorities should design a national public engagement strategy regarding offender management that includes the management of registered sex offenders in the community.

OBJECTIVES OF THE STRATEGY

4. Public scrutiny of the system surrounding the risk management of offenders in the community will remain high. Accordingly, the aim of this engagement strategy is to deliver on the above recommendation and provide a firm direction for required communications planning and activity with the objectives of:

- Increasing public acceptance, understanding and confidence in the work that the agencies undertake to offer better protection against the risks posed by serious offenders when they return to live in the community
- Increasing public acceptance and confidence that the arrangements contribute significantly to the management of risk and thus better protect the public from the harm caused by sexual and violent reoffending

Multi Agency Public Protection Arrangements (MAPPA)

5. The management of MAPPA offenders requires effective partnership between all agencies and the MAPPA Joint Inspection team found that across Scotland, a variety of productive practice including the publication of MAPPA annual reports², the use of web sites to inform the public and

¹ <http://www.hub.careinspectorate.com/media/266828/joint-thematic-review-of-mappa-in-scotland-2015.pdf>

² <http://www.gov.scot/Publications/2015/10/2041/0>

positive engagement with elected members through presentations and sharing of management and performance data.

6. Police Scotland's public facing website is also a source of published statistical data on registered sex offenders including the numbers wanted or missing which contributes to raising awareness. This proactive approach has led to an improvement in the visibility of information for the public and may have contributed to a reduction in the number of Freedom of Information requests, received and processed by Police Scotland relative to the management of registered sex offenders.

7. This framework provides a platform from which the individual partners can plan and implement communication activities. Consistent media messages and uniform tools (see the Communications toolkit at pages 10-12), have been identified which will allow the partners to engage and build relationships with, reach and influence their audience groups.

8. The suggested activities provided in this strategy should be used to raise general awareness and build relationships with key stakeholders and audience groups, which will, in the times of high profile case, support managing messages and more effectively reaching key audience groups.

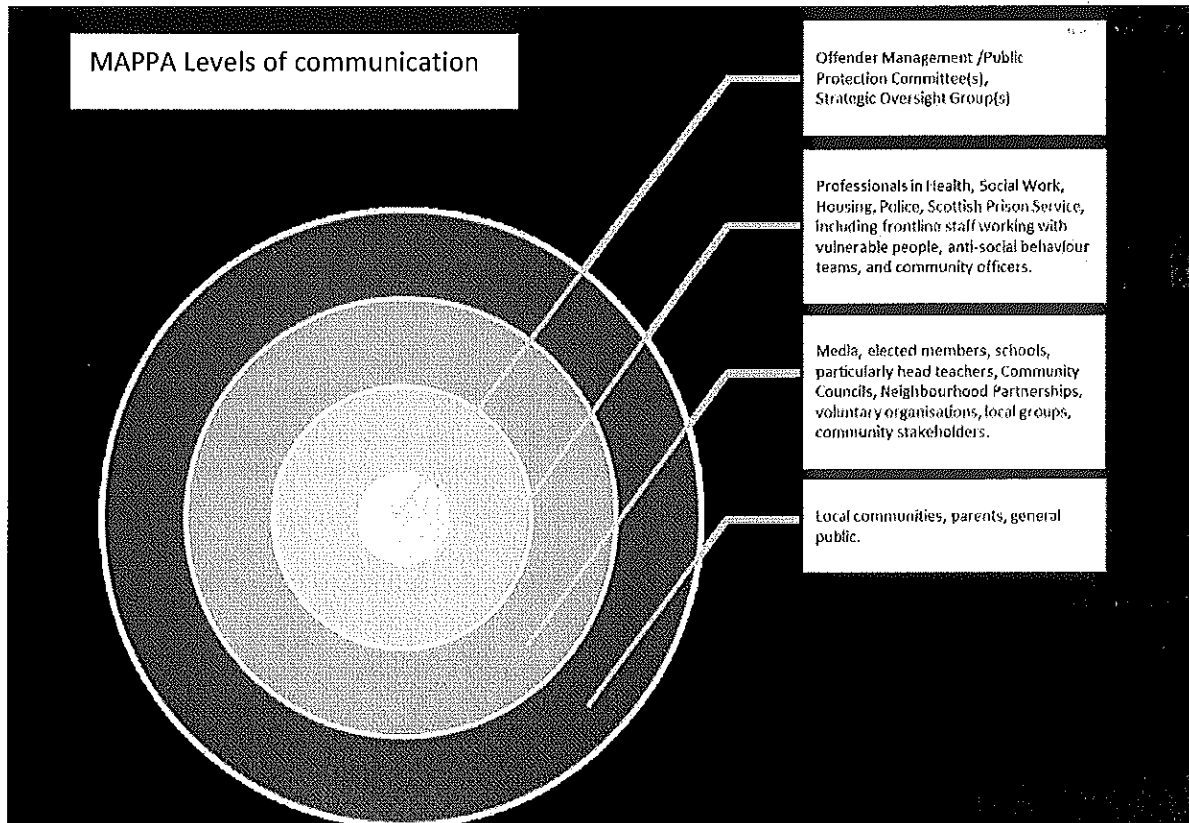
9. Care needs to be taken, as messages about initiatives on offending and supporting offenders generally are challenging to convey. Consideration should also be given on whom to engage with in advance of an offender being re-housed in the community.

MAPPA audience

10. A major strength of MAPPA is the purposeful engagement of front line staff and managers. The 2015 Joint Thematic Review of MAPPA reported positive evidence of strong front line engagement between Police Offender Management Units and Criminal Justice Social Work teams.

11. As shown in the diagram below, those on the inside of the circle should already benefit from staff briefings, and continuous professional development opportunities, including joint agency training to ensure that those working with sex offenders on the front line are trained in the most up to date methods and ensure joint working between the main statutory agencies - which is at the core of the MAPPAs.

12. Those on the outside of the circle **do** have a right to know all that they can be told within the confines of the law as it currently exists and in line with what is considered best risk management practice. These are the limits within which the responsible authorities and duty to cooperate agencies work.



Key messages

14. To reinforce consistent messages and to help manage high profile cases, the following top level core messages should be used by all partners across Scotland.

- Protection of the public is the top priority and every decision taken by the agencies in the management of risk posed by [sex] offenders is taken to keep the public safe, particularly the most vulnerable.
- As good as the arrangements in Scotland are, they will never eliminate risk. The arrangements seek to reduce the opportunity and/or inclination which offenders have to re-offend.
- The system is clear – the few who make the decision not to comply with the conditions placed upon them whilst they are in the community will be brought back before the courts. Further custodial sentences may result and for those who are allowed to remain in the community there will inevitably be even stricter conditions.
- Statistically the danger to children and adults from people they do not know is extremely low.
- Re-offending is low and high profile cases are rare because we have strong, multi-agency arrangements in place.
- When offenders have served their sentence they are released under supervision in the community and legally they must be housed within their own local authority area. They are not

under 'house arrest' or 24 hour surveillance and, while the reality is that risk can never be entirely removed, our aim is to protect and reassure our communities by continuously working together to minimise the risk presented.

- Where sex offences are reported, offenders who are subsequently convicted, are processed through what is now a very well established system.

15. Partnership messages

- Working together allows us to create action plans and risk management strategies so that all possible eventualities are covered. Knowing what each other is doing and planning means that as close an eye as possible can be kept on offenders.
- Managing the risks posed by sexual offenders within the community is a complex task cutting across the organisational boundaries of local authorities, police, prisons, housing and health services.

Press and Media

16. Key Principles

16.1. Unless there are strong and compelling reasons not to do so, engagement with the press and media should occur. As such, every press and media enquiry/interview request should be regarded, in the first instance, as presenting an opportunity rather than a threat.

16.2. The decision on whether or not to engage in each individual case should be based on a judgement as to value added.

16.3. Every engagement with the press and media should be effected in a controlled and responsible manner.

16.4. Allowing vacuums to be created presents challenges that can damage credibility and this should be avoided if possible.

16.5. Because of the critical, high profile nature of this subject area and the potential direct impact on public confidence, it is critically important to get things right and, as a result, the content of the message and the way it is delivered should, on most occasions, take priority over the sender.

16.6. For each media interview, consideration should be given by the lead MAPPA responsible authority representatives and their communication staff as to who is best placed within each agency

or within the SOG to provide the interview. The position of the individual and their ability to perform are important aspects which should always be taken into account.

16.7. If people do not wish to be interviewed for any reason or any combination of reasons i.e. due to lack of experience, training, preparation, confidence or because they are not sufficiently in tune with the subject area and the appropriate key messages, they should not be put in a position where they feel forced/obliged to do so.

16.8. With every media interview there should be a planning phase, a delivery phase and a post-interview evaluation which should cover message content, performance of the interviewee and perceived impact on the intended audience.

16.9. There will inevitably be an educational component to each press and media response.

16.10. The best way to deliver the appropriate educational component to the press and media is to do so in writing to avoid misunderstanding and ambiguity and to try to avoid inaccurate reporting.

16.11. Third party endorsement of the public protection process is extremely effective in the building of public confidence and should be both considered and encouraged at every opportunity where it is deemed appropriate.

16.12. Where the subject matter is of direct relevance to the public protection process it should be standard practice for the Scottish Government and all of the agencies and organisations to be informed before the release of press notices or participation in press and media interviews (it is recognised that on occasion deadlines and timescales will not permit this).

17. Elected members

Key Principles

17.1. Careful targeting is required.

17.2. One-to-one engagements are the preferred route.

17.3. Off-the-record briefings can be useful but should be used with extreme caution and should be avoided where possible.

17.4. Local elected members like to be consulted about local issues and often their emphasis will be at the local level.

18. Community Representatives/Residents

Key Principles

- 18.1. Effective community engagement involves the building of confidence through the building of trust.
- 18.2. There is no 'one size fits all' solution.
- 18.3. Effective community engagement involves a high level of interpersonal skills competence and it should not be undertaken by those who do not possess such competence.
- 18.4. For local issues management, the key is always to truly understand the local perception of the problem.
- 18.5. Once the drivers for people's concerns have been identified, it is important to find ways to help them overcome those concerns. This implies a need to listen to and engage with the community to identify the issues which concern them. Effective listening is the key and the audience/individuals must be allowed to talk, even if that means going slightly off-subject.
- 18.6. The common denominator for effective community engagement is undoubtedly a strong element of education.
- 18.7. The best route for effective community engagement is through small groups of representative opinion formers.
- 18.8. Use of existing community infrastructure should always be considered first.
- 18.9. Effective community engagement is often about giving people the tools to step back into their own areas of responsibility.
- 18.10. At the beginning of each engagement, it is important to establish and attempt to gain agreement to the principle that the law must always dictate practice.
- 18.11. It is useful to stress the desire to be helpful.
- 18.12. It is important to communicate at a level and in a language which is easy to understand.
- 18.13. Consideration should be given to the involvement of local political representatives but only where the community is supportive of such involvement.
- 18.14. It is always good practice to inform local elected members about community engagements and how discussions have gone.

19. **Protocols for handling cases across agencies**

- The 'lead responsible authority' will take the media lead and will work effectively with partner agencies.
- The decision on whether third party disclosure should take place lies with the Chief Constable. If third party disclosure is agreed Police Scotland will issue a statement
- All parties should, as soon as is practical, alert the others whenever a media request is received.
- The 'responsible authority' must share media statements with other parties to allow for consultation and agreement before being released.
- Statements must be released from 'a MAPPAs spokesperson' rather than the 'responsible authority'.

Sex Offender Community Disclosure Scheme - (Keeping Children Safe)

20. The Keeping Children Safe scheme was introduced across Scotland in 2011 and is managed by Police Scotland.

21. The scheme encourages members of the public to apply for information about an individual who has access to a child if they are concerned that the individual poses a risk to a child's safety and wellbeing.

22. The figures below indicate that concerned members of the public will in many cases be reassured that the person is not known to the authorities, but even so they are provided with essential child protection advice and information. In cases where the police believe that an individual poses a risk to the child concerned, steps will be taken to ensure the child's safety and relevant information may be provided to the parent, carer, or guardian.

23. Police Scotland provides governance and coordination for the scheme to ensure it is publicised widely and embedded in national police training. Work is currently being undertaken to enhance the public profile of the scheme to ensure that it remains a key contributor to the protection of children.

24. The number of applications for information in the year 2014/15 was 134. The number of those applications which related to registered sex offenders was 28. As a consequence a total of 23 disclosures were made to parents, carers, or guardians. In addition 37 child concern reports were submitted by the Police to the Reporter to the Children's Panel.

Further information can be found on the Police Scotland website at:
<http://www.scotland.police.uk/keep-safe/young-people/supporting-children-and-young-people/child-protection-keeping-children-safe/>

Disclosure Scheme for Domestic Abuse Scotland

25. Following successful pilots in Aberdeen and Ayrshire the Disclosure Scheme for Domestic Abuse has been rolled out across Scotland.

26. The Police Scotland scheme (Right to Ask) aims to enable potential victims to make an informed choice on whether to continue a relationship, and provides further help and support to assist the potential victim when making that informed choice.

27. Each case is considered carefully by Police Scotland and other multi-agency partners such as Social Work Services, the Prison Service and Domestic Abuse Advocates who must determine whether disclosure is lawful, necessary and proportionate to protect the individual from their partner.

28. As of 24 May 2016, there have been 713 applications to the scheme; 275 of these have been Power to Tell applications and 438 have been Right to Ask applications.

Further information can be found on the Police Scotland website at:
<http://www.scotland.police.uk/contact-us/disclosure-scheme-for-domestic-abuse-scotland>

National Standards for Community Engagement

29. Responsible authorities and duty to cooperate agencies may also wish to use the National Standards for Community Engagement as a framework designed to support an effective community engagement process.

30. The Scottish Community Development Centre (SCDC) is currently reviewing the National Standards for Community Engagement <http://www.scdc.org.uk/what/national-standards/> and these are due to be published in [2016]. The National Standards for Community Engagement are a practical tool to help improve the experience of all participants involved in community engagement. The standards are not compulsory, but they are good practice and have been widely adopted by public bodies, communities across Scotland in Community Planning Partnerships and in other areas of Government.

31. The standards originated from people on the front line of community engagement and more than 500 people from the statutory and voluntary sectors, and the communities themselves, were involved in developing and producing them, led by SCDC.

32. Audit Scotland has also published a report on 'Community planning: turning ambition into action which provides further information and case studies on effective engagement.

33. Community engagement can take many forms. Based on experience and knowledge of what works best in practice, key principles for guiding communications activity have been identified for some priority audiences as follows:

Stop it Now! Scotland

34. Stop it Now! Scotland is a registered charity, as part of the Lucy Faithfull Foundation, with a remit for the prevention of sexual abuse. The charity receives funding from the Scottish Government to develop services for those affected by child sexual abuse and also provides information and advice intended to divert individuals from offending behaviours. A number of Strategic Oversight Groups work closely with Stop it Now! Scotland and where this was in place, it provided additional options for risk management.

35. Recognising that media reporting and other factors can support a number of myths and misconceptions about sexual abuse and sex offending, Stop it Now! have developed a 'toolkit' of

practical materials which people can use whenever they identify concerns or worries that makes them think that a risk of child sexual abuse exists – especially by focussing on how adults behave towards children or those situations where the possibility of sexual abuse occurring may be greater.

36. These materials have been devised preferably to help people to think and act before abuse might have occurred rather than reporting when they think a child has already been harmed. The toolkit materials are designed mainly to help people respond to concerns in a proportionate but effective way as early as possible to stop possible abuse before it happens and to properly empower the public to meet the challenge of sexual abuse in families and communities.

37. It includes information about the 'Keeping Children Safe' scheme in Scotland and how to use it.

38. This 'toolkit' is available online to anyone registering to access it – including people providing general services locally as well as adult members of the public. They are also of use to people who have specific responsibilities locally for safeguarding children and young people or delivering services to adults in communities.

39. The Toolkit is undergoing revision and updating and, once tested the revised materials, will be available online from Spring 2017.

Finding out more

34. More information on the issues covered in this strategy can be found at

<http://www.gov.scot/Topics/Justice/policies/reducing-reoffending/sex-offender-management>

<http://www.gov.scot/Topics/Justice/public-safety/protection/sex-offenders/Information-Strategy2/123456>

<https://www.ceop.police.uk/>

<http://www.stopitnow.org.uk/scotland.htm>

http://www.stopitnow.org.uk/scotland_community_pathfinder_project.htm

Communications toolkit

Tool	Audience	Message	suggested frequency
General awareness building tools			
Articles in professional journals/magazines – e.g. Care Scotland	Professionals, elected members, voluntary sector forums	Professional activity, partnership achievements, sharing of best practice	Twice a year
Conferences	Professionals, elected members, voluntary sector forums	Professional activity, partnership achievements, sharing of best practice	Annually
Annual reporting	Professionals, elected members, voluntary sector forums	Professional activity, partnership achievements, sharing of best practice, statistics	Annually
Media releases/blogs/statements	Media, general public, local communities	Partnership achievements, key activities	Annually
Intranet content	Staff groups	Training information, key messages	Content to be reviewed every 6 months
Public web content	General public, local communities, media, elected members	Key messages and statistics on role of MAPPA, public reassurance messages	Content to be reviewed every 6 months
Email newsletter	Establish mailing list of key stakeholders, elected members, voluntary sector forums	Partnership achievements, key activities	Twice a year
Training			
Tabletop exercises	Staff groups across	Putting scenarios into	Annually

Tool	Audience	Message	suggested frequency
	all partners	place key messages, protocols	
Workshops	Staff groups across all partners	key messages, protocols, stats, achievements	Annually
Presentations/resources for briefings	Staff groups across all partners	key messages, protocols, stats, achievements	Twice a year
Managers' briefings	Managers	Managers to cascade – key messages, protocols, stats, achievements	Twice a year
Staff briefings	Staff groups across all partners	key messages, protocols, stats, achievements	Twice a year
<i>At times of high level of activity around specific cases</i>			
MSP, briefings – email briefing	MSPs	Reassurance messages, details of what the partners are doing to minimise public risk	When cases are about to become known
Councillor /Community Council briefings - face to face if possible	Councillors / Community Council Members	Reassurance messages, details of what the partners are doing to minimise public risk	When cases are about to become known
Media briefings/releases/statements	Media, general public	Reassurance messages, details of what the partners are doing to minimise public risk	Once cases have become public
Public information fliers	Public in local areas where offenders are being housed	Reassurance messages, details of what the partners are doing to minimise	Once cases have become public

Tool	Audience	Message	suggested frequency
		public risk	
Stakeholder meetings	Community councillors, neighbourhood partnerships, voluntary organisations, rape crisis, violence against women.	Reassurance messages, details of what the partners are doing to minimise public risk	Once cases have become public
Staff briefings	All agencies including all front line staff	Certain teams will need briefed in advance of someone being re-housed	When high risk offenders are to be re-housed
Stakeholder briefings	Voluntary organisations (e.g. violence against women, rape crisis)	Reassurance messages, details of what the partners are doing to minimise public risk	When high risk offenders are to be re-housed
Social media monitoring	General public	No messages to be posted	Ongoing, but particularly during times of high profile cases

MAPPA

MULTI AGENCY PUBLIC PROTECTION
ARRANGEMENTS

Managing risk through MAPPA

What is MAPPA?

MAPPA stands for Multi-Agency Public Protection Arrangements and is a process that requires the Police, the Prison Service, Health and Local Authorities to work together, along with other agencies, where necessary, to manage risks to the community in order to protect the public.

How does this affect individuals subject to MAPPA?

This leaflet explains how people are managed locally under MAPPA arrangements for a period of time.

It outlines what the MAPPA arrangements are, how they may relate to individuals and why. The extent to which people are managed under MAPPA will be based upon a number of factors that are all linked directly to current circumstances of individuals.

The main priority for MAPPA will always be to protect the public and this is best achieved by helping people become more settled, stable and safe. As every individual has different needs, this may involve a number of agencies working together and this is organised under the MAPPA arrangements.

Further Information?

If you want to know more about MAPPA and what it means for those subject to these arrangements:

- Discuss with a Social Worker
- Discuss with Police Scotland
- Discuss with a solicitor or lawyer
- If you search "MAPPA" on the Scottish Government website you can see further explanation of what it is and how it works.

Useful Contact(s)

.....
.....
.....

Why are individuals subject of MAPPA?

MAPPA is in place to manage and support people who have been sentenced in relation to certain categories of crimes that are a public protection concern.

Depending on the category of conviction, people will be required to notify Police of their name, where they live and other personal details – the Police will discuss these requirements, including what contact they will have with individuals, and how long this will last.

In addition, for those subject to supervision (as part of Licence conditions or some other Community Order), the allocated Social Worker will discuss what this means and how people will be managed through the MAPPA process.

How does MAPPA work?

Through specified levels of contact the Social Worker, and, if applicable, the Police will monitor and assess both the level of risk of harm posed to the public and also the nature of the support required for people to remain safe in the community.

Agencies that work or supervise individuals in the community and will develop plans of how to manage the assessed risk and needs and these plans will be part of the overall risk management plan overseen by MAPPA.

As part of MAPPA the agencies involved with people work together to assess and manage risk to the public and, in order to do this, they will share appropriate risk-relevant information. The information shared between agencies is subject to very

strict rules about the security of that information, but it is legitimately shared on the basis of public protection.

Agencies regularly convene MAPPA Meetings to ensure that management plans are agreed, in place and effective.

There are three levels of MAPPA management, and where individuals sit within that will depend upon a number of factors. The levels are called Levels 1, 2, and 3.

At Level 1, the agencies and services will communicate with the persons involved in MAPPA and each other and will have plans for how they work with those people and manage the risk to the public.

At Level 2, as well as sharing information, the staff that visit or work with those subject to MAPPA will also attend formal multi-agency meetings along with their Supervisors and discuss how they work together to manage the risk to the public. This is called a MAPPA Level 2 Review. Individuals cannot attend these meetings, but they will be told that they are taking place. If the person subject to MAPPA has any information or concerns that they want the meeting to consider, they can ask the Social Worker or Police to take that to the meeting.

MAPPA Level 3 Meetings are referred to as Multi Agency Public Protection Panels (MAPPPs). These are similar to Level 2 Meetings but Senior Managers of the agencies involved will attend. These meetings will be held where there is a high level of resources required to manage the particular risk to the public or where the specific circumstances mean this is necessary. Again, individuals cannot

attend these meetings but will be advised that they are taking place.

The MAPPA Level that people are managed at can change, this is normally due to a change in circumstances; the risk that they present to the public and/or due to the information that is available to agencies about current behaviours.

At whatever MAPPA Level people are managed, the staff working with them will consider a wide range of matters that may affect the risk that is present. For example: where people are housed or where any past victims or vulnerable persons live; where people need help from the drug, alcohol or mental health services

Where individuals are assessed as being a risk to children, any contact with family, friends or others with children will need to be considered so the children are kept safe.

Being subject to MAPPA, it is important that individuals work with all of the agencies they have contact with in order to reduce the risk to the public, and - as importantly - to keep those subject to MAPPA safe and reduce the potential for further offending.

How long are people in MAPPA?

The allocated Social Worker or Police will have explained to each individual about the period of time over which they will maintain contact with them, dependent upon sentence. People are considered to be subject of MAPPA for the same period of time as they are on Social Work Supervision, Licence, or for the time that they are required to notify to the Police.

MAPPA SIGNIFICANT CASE REVIEW PROCESS

Stage 1 - SCR Initial Notification Report

To be completed by the Lead Agency in conjunction and discussion with partners

Charged with an Offence which resulted in the death of 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 Category 1 or Category 3 offender being managed under MAPPA is killed or seriously injured as a direct result of his/her status as a Category 1 or Category 3 offender	
Where an offender currently being managed under MAPPA has died or been seriously injured in circumstances likely to generate significant public concern	

1. DETAILS OF INDIVIDUAL COMPLETING											
Name:											
Job Title:											
Agency:											
Telephone number:											
Email address:											
2. OFFENDER INFORMATION											
Last name:											
Forenames:											
Alternative name(s):											
Date of birth:											
ViSOR Number:											
Gender:	M	F	Ethnicity:								
Address (at time of charge / incident):											
Lead Agency: (Include details of involvement / contact)											
Offender on Supervision:	Y	N	Care Inspectorate Informed (meets SIR criteria)	Y	N	N/A					
Restricted Patient: (if applicable)	Y	N	Restricted Patient Branch Informed	Y	N	N/A					
Type of supervision/statutory order / restriction offender subject											

to:								
Date statutory order imposed/date of release from custody on statutory supervision:								
Index Offence: (include date)								
MAPPa Category:		MAPPa Level:		Risk:				
Other Agencies involved with offender: (Include contact details and capacity of involvement)								
Date of most recent Review Meeting:		Where available attach most recent MAPPa Minute and Risk Management Plan:						
3. DETAILS OF CHARGE / INCIDENT								
Date of reported offence / incident:								
Date of charge (if relevant):								
Type of reported offence (e.g. violent/sexual):								
Act and section:								
Brief details of reported offence / incident:								
Date of first court appearance:								
Current whereabouts of offender		Custody		At liberty		Deceased		Hospital
If at Liberty state location:								
4. VICTIM DETAILS								
Number of reported victims:								
Gender of reported victim(s):								
Age of reported victim(s):								
Known to offender:								
Relationship, if known:								
Reported nature and extent of								

harm:	
5. RELEVANT OFFENDER HISTORY (Include extent and nature of offending, compliance with supervision / restriction, key dates, risk assessments undertaken, identified areas of concern / interventions):	
ANY OTHER RELEVANT INFORMATION / CONCERNS (Highlight what these are and any actions taken and allocated to which agency):	
6. DATE SUBMITTED TO SOG:	

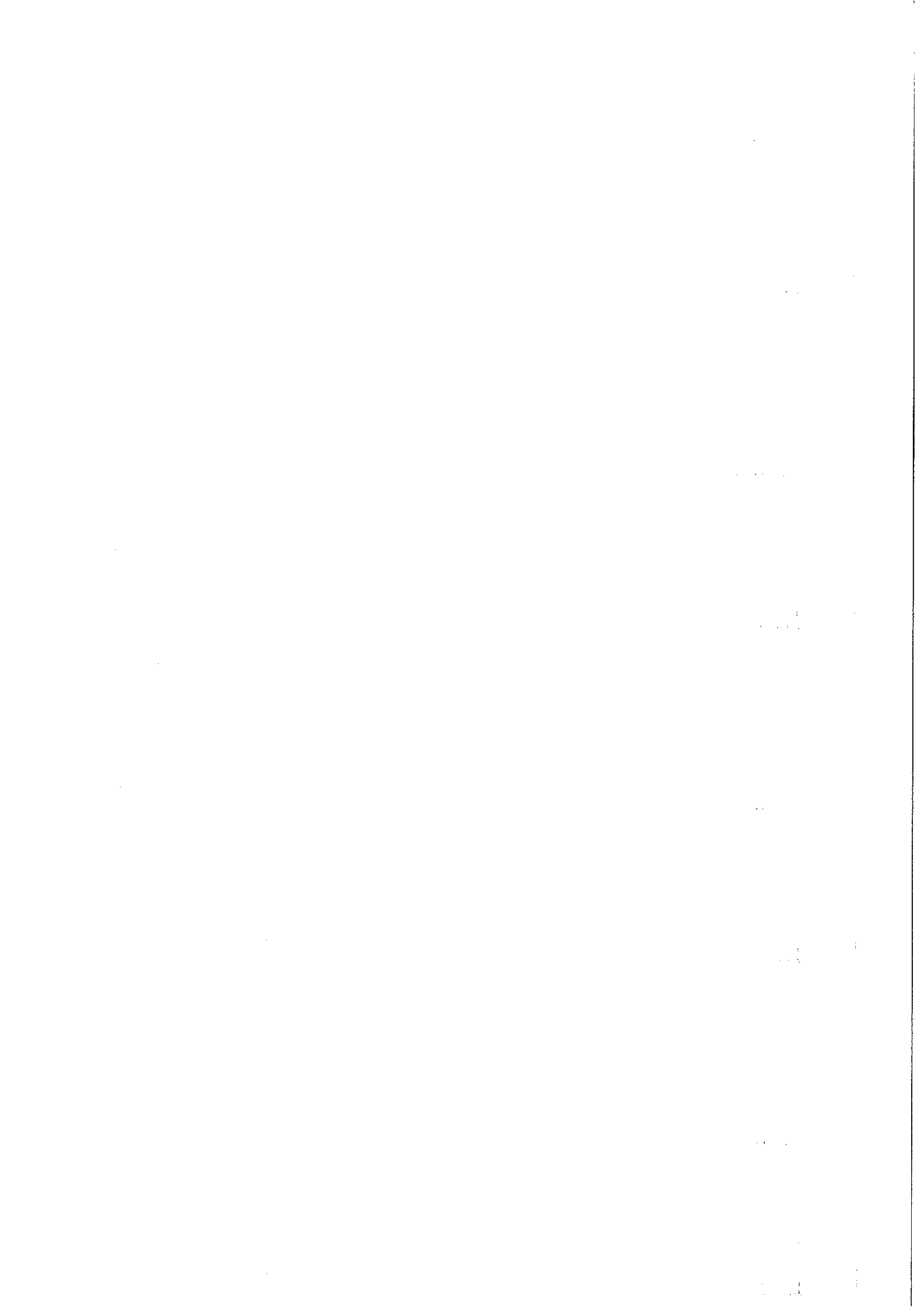
(to be submitted to the Chair of the MAPPA Strategic Oversight Group not more than 5 working days from identification of a significant incident)

Stage 2: Review of Initial Notification by SOG Chair

7. DETAILS OF SOG CHAIR	
Name:	
Agency:	
Telephone number:	
Email address:	
8. DECISION SUMMARY	
I. No further action required	Provide details of rationale:
II. Request for ICR report	Provide details of what information is required and from what agencies:
III. Progress to Significant Case Review	Provide details of rationale:
Date signed:	Signature:

Stage 3: Strategic Oversight Group Significant Case Review Recommendation

9. DETAILS OF SOG CHAIR				
Name:				
Agency:				
Telephone number:				
Email address:				
10. DECISION FOLLOWING ICR SUBMISSION BY LEAD AGENCY				
I. No further review or action required:	Provide details of rationale:			
II. No further review needed but follow up action required:	Provide detail of action(s) to be taken including timescales. If available attach agreed action plan:			
If the offender was on supervision at time of reported offence and no further progression to SCR - Update Care Inspectorate of ICR outcome where Serious Incident Review (SIR) criteria has been met. <u>Serious Incident Review Guidance</u>	Y		N	
Did you identify any areas of good practice that could be disseminated more widely? If yes, please describe				
Did you identify any areas for development that require a national approach? If yes, please specify				
III. Commission a SCR:	Internal		External	
Lead Officer / Agency:				
Proposed Date of completion of SCR:				
Date signed:		Signature:		



[Redacted]

From: [Redacted]
Sent: 06 June 2016 11:45
To: [Redacted]@northlan.gcsx.gov.uk'; [Redacted]@angus.gov.uk'; [Redacted]@fife.gcsx.gov.uk'; [Redacted] (Social Work)'; [Redacted]@sps.pnn.gov.uk'; [Redacted]@scotland.pnn.police.uk'; [Redacted]@scotland.pnn.police.uk'; [Redacted]@renfrewshire.gsx.gov.uk'; [Redacted]@edinburgh.gcsx.gov.uk; [Redacted]@glasgow.gov.uk'; [Redacted]@careinspectorate.com'; [Redacted]@careinspectorate.com);
Cc: [Redacted]
Subject: MAPPA National Strategic Oversight Group workshop etc.

Dear All,

Please find enclosed a Report from the MAPPA National Strategic Oversight Group workshop held on 3rd May. Regarding our future proposed meeting on Thursday 16 June, I understand this clashes with the Social Work Scotland Conference which I suspect a number of you plan to attend. Accordingly I think we should rearrange this meeting to August. I'll send out a separate invite with an alternative date(s) in due course.

I also take this opportunity to send you the findings from the Review of Registered Sex Offenders in Care settings. This was a piece of work [Redacted] (MAPPA National Coordinator circa 2012-2015) was involved in prior to his return to the police. Briefly, of the 19 RSOs located in such settings the review appeared to show that they were being managed in a proportionate and defensible manner. However the findings also indicated that it was not clear whether the risk identified to care staff, other residents, and visitors had been fully considered and assessed. Although not covered in this paper, it was noted that of the 19 RSOs in such settings, Lanarkshire had 7.

Finally, I would also be grateful for any comments you may have on the attached draft MAPPA NSG work plan.

Regards

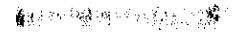
[Redacted]
Community Safety Unit
Safer Communities Division
Scottish Government

[Redacted]

[Redacted]@scotland.gsi.gov.uk



Report from
MAPPA National...



RSOs in Care
settings findings...



MAPPA
NATIONAL STRA...

MAPPA National Strategic Group: Review of Registered Sex Offenders (RSO) in Care settings.

As with the general population of Scotland, the Registered Sex Offender population is ageing. RSO over 60 years of age make up an increasing percentage of all RSOs in Scotland.

The MAPPA National Strategic Group agreed to an initial scoping exercise on Scotland's RSO population. This scoping exercise was undertaken to identify those RSOs who are resident in a care setting. The aim being to identify themes and issues and to make recommendations for future management activity related to such offenders.

A Self-evaluation file reading template and completion notes were developed by the Scottish Government Community Safety Unit, and circulated to all 9 Strategic Oversight Group Chairs across Scotland, for completion in respect of all RSOs resident in a care setting in their area.

Out of the ten MAPPA areas, returns were received from nine. One area did not provide a return, stating that it had no RSOs residing in a care setting.

The main findings and headline data is presented below. It is recommended that a more detailed review of the returns is undertaken with the involvement of the care inspectorate along with representatives of the responsible authorities.

Additionally this review focussed on offenders in a care setting. Many more RSOs will be receiving care at home and the risk of serious harm associated with this need to be examined.

Findings

Whilst all offenders identified in this study are RSOs and male they are far from being a homogenous group. The ages vary considerably as do the circumstances that find them resident in care accommodation.

Initial reading of the returns indicates that the identified offenders are being managed in a proportionate and defensible manner commensurate with the assessed risk of serious harm.

That said in all cases the offender being resident in a care setting is considered a protective factor, with poor physical or mental health of the offender, physical security of the premises, and staff presence, cited as reasons for this. It's not clear whether the risk presented to care staff, other residents and visitors have been fully considered and assessed. In most cases disclosure to the care staff has made them aware of the offender's status as an RSO, and this again was considered as a risk mitigating factor without an explanation of why.

Partnership working is evident in all cases, however what is not clear is the status of the care home staff in the risk review and MAPPA process, i.e. whether they are considered as fulfilling the role of landlord, or care providers, and the extent to which they are included in reviews is not clear. There was some (3 cases) indication that communication between the care home and the responsible authority could be improved, with delays noted in the responsible authority being alerted to potential issues.

It is evident that particular issues such as offender capacity are being taken into account when considering the best approach to risk assessment and management, and that where this is considered an issue, clinical advice is being sought. Indeed health involvement is evident in all of the cases.

Environmental Risk Assessment (ERA) was reported to have been considered in all cases. But not necessarily conducted, or at least not conducted to the same extent as would be the case for a community residence. In some cases a bespoke assessment was conducted, and in others there was no rationale provided for the decision not to conduct an ERA. This may suggest that the care setting is in itself assessed as protective without necessarily considering the extent to which the public have access, or the vulnerability of the other residents.

Headline data:

- In total 19 RSOs are reported to be resident in a care setting in Scotland.
- All are male offenders.
- The youngest was 32, the oldest 83.
- 16 are assessed as low risk
- 3 are assessed as a medium risk.
- None are assessed as high or very high risk.
- 17 were being managed at MAPPA level 1
- 2 offenders were being managed at level 2 (both were assessed as medium risk).
- 16 were subject to the Sex Offender Notification Requirements indefinitely

Recommendations

- Consider clarifying through the risk assessment why residency in a care establishment is a protective factor in each case.
- Consider conducting an ERA in all cases which includes an examination of the internal environment of the establishment (other residents, staff and visitor access, security provision etc.).
- Consider including the care establishment as a partner in the management of the offender - or at the least advising them of the contingency measures/ early warning signs/ behaviours to monitor.
- Consider including Health as a partner in the management of the offender.

Community Safety Unit

Scottish Government

May 2016

MAPPA NATIONAL STRATEGIC GROUP WORK PLAN

The National Strategic Group was established in 2011 to bring together the Chairs of the various Strategic Oversight Groups to provide oversight and strategic direction for MAPPA in Scotland.

The purpose of this document is to confirm the remit and responsibilities of the group and to provide a structured work plan which allows the strategic group to evidence delivery of the various elements within given timescales.

Remit

To support delivery of the Scottish Government's commitment to reduce reoffending by offenders managed through the Multi Agency Public Protection Arrangements (MAPPA):

1. providing effective national oversight of MAPPA;
2. identifying strategic priorities for MAPPA, ensuring clarity of purpose and vision;
3. improving quality, consistency and effectiveness;
4. supporting innovation, sharing best practice and improving communication/co-ordination across MAPPA;
5. ensuring the development and strengthening of links between MAPPA and related policies and processes, particularly in relation to the wider offender management and public protection landscapes;
6. supporting effective communication with the public on the management of offenders under MAPPA;
7. considering and supporting the development of proposals for legislation, research and other measures to reduce reoffending;
8. supporting the development of a coherent Scottish response on reserved and other issues relating to the management of MAPPA offenders

Responsibilities

Scottish Ministers have overall responsibility for policy to reduce reoffending and will make final decisions on issues of national policy. Within this context, the group will be responsible for the following in relation to MAPPA.

- Supporting the development of strategy (including horizon scanning) and planning, including the publication of an annual plan and report
- Governance and accountability
- Review and development of MAPPA procedures
- Quality and performance: statistics, research, standards, quality assurance processes, workforce development and training
- Effective and efficient use of resources
- Identifying and disseminating best practice across MAPPA areas (including lessons learned from Significant Case Reviews and innovative practice)
- Oversight of MAPPA documentation
- Communications strategy

WORK PLAN

1. Provide effective national oversight of MAPPA policy				
Activity	Lead	Target date	Status	Comment
1.1 Review of 2016 MAPPA Guidance	SG CSU	31/07/2017	Ongoing	MAPPA Guidance issued on March 2016 to account for offenders who, by reason of their conviction, pose a risk of serious harm to the public. 'Book club' to be established.
1.2 Develop minimum practice standards for the management of Level 1 registered sex offenders in order to support consistent and efficient practice.	SG CSU/Community Justice	31/10/2016	Ongoing	Linked to 1.1 above and MAPPA Thematic rec 5.
1.3 Co-ordinate response to MAPPA Thematic inspection	SG CSU	31/10/16	Ongoing	Considered by MAPPA NSG

2. Identifying strategic priorities for MAPPA, ensuring clarity of purpose and vision				
Activity	Allocated to	Target date	Status	Comment
2.1 Strategic planning event organised by NSG	Members	03/05/16	Ongoing	Event has been organised to consider issues and developments likely to impact on priorities for MAPPA and offender management over the next 12-18 month period. This event will also move to deliver on MAPPA Thematic rec 9.

3. Improving quality, consistency and effectiveness				
Activity	Allocated to	Target date	Status	Comment

3.1 Share lessons learned and good practice identified from Initial Case Reviews (ICRs) and Significant Case Reviews (SCRs).	Members	Ongoing	Standing item on NSG/Coordinators'/MAPPA Development Group agenda.
3.2 Introduce a structured and standardised process to maximise learning and development emanating from ICRs/SCRs.	SGCSU	Ongoing	Linked to MAPPA Thematic rec 10. Consider further linkage with on-going child protection improvement programme work.
3.3 RSOs in Care Homes	SGCSU	Ongoing	Establishment of SLWG to consider issues associated with RSOs residing in care home settings
3.4 Produce additional guidance on the parameters and minimum practice standards for conducting an Environmental Risk Assessment which is proportionate, practicable and sustainable.	██████████ SG Housing	Ongoing	SLWG met on 12 April 2016 to consider draft guidance. Linked to MAPPA rec 1.
3.5 Provide additional guidance to enable staff to better assess the risk posed by internet offenders.	██████████ SG Parole Unit/RMA		Linked to MAPPA rec 2
3.6 Undertake technical capacity and capability review to support staff monitor social media use as part of licence condition compliance.	SG Community Justice		Linked to MAPPA rec 3
3.7 Develop a strategy to address the risks posed to children and young people from 'sexting' in order to build healthy respect and avoid the potential for exploitation and criminalisation.	██████████ SG Child Protection		Linked MAPPA rec 4

4. Supporting innovation, sharing best practice and improving communication/co-ordination across MAPPA

Activity	Allocated to	Target date	Status	Comment
4.1 MAPPA Annual Reports	██████████	16/09/16	Ongoing	Publication of SG National MAPPA Overview Report and MAPPA Reports.

4.2 Review the function and role of the MAPPA Co-ordinator to ensure compliance with agreed guidance and to meet the challenges of the MAPPA extension.	[REDACTED]	09/10/16	Ongoing	SG has prepared a draft paper following MAPPA Co-ordinators Thematic Report working meeting on 18 January 2016. Linked to MAPPA Thematic rec 6
4.3 Develop an action plan in order to overcome the barriers to the effective and efficient usage of VISOR by Criminal Justice Social Work, outlining owners and timeframes.	[REDACTED] SGCSU		Ongoing	Linked to MAPPA Thematic rec 7 Considered by MAPPA Development Group on 20/04/16
4.4 Identify good practice in relation to locally available training on MAPPA and Offender Management	Members		Ongoing	Information shared at the MAPPA Co-ordinators' Group.

5 Ensuring the development and strengthening of links between MAPPA and related policies and processes, particularly in relation to the wider offender management and public protection landscapes

Activity	Allocated to	Target date	Status	Comment
5.2 Review of national SCR guidance for MAPPA and across the Public Protection landscape, and consider better alignment of processes.	SG CSU		Ongoing	Multi-agency group led by Child Protection colleagues has been established to consider potential for better alignment of guidance. This work is linked to MAPPA Thematic rec 10.

6. Supporting effective communication with the public on the management of offenders under MAPPA

Activity	Allocated to	Target date	Status	Comment
6.1 : Design a national public engagement strategy regarding offender management that includes the management of registered sex offenders in the community.	SG CSU	09-10/16	Ongoing	This work is linked to MAPPA Thematic rec 8.
6.2 Publication of Annual reports	Members	09-10/16	Ongoing	
6.3 Publication of Significant Case Reviews	Members		Ongoing	

7. Considering and supporting the development of proposals for legislation, research and other measures to reduce reoffending

Activity	Allocated to	Target date	Status	Comment
7.1 Introduce new civil order regime, namely Sexual Harm Prevention Orders and Sexual Risk Orders (to replace Sexual Offences Prevention Orders, Foreign Travel Orders and Risk of Sexual Harm Orders) under the Abusive Behaviour and Sexual Harm (Scotland) Act 2016.	SG CSU	31/01/17	Ongoing +	Provisions introducing SHPOs and SROs to commence circa December 2016/January 2017.
7.2 Amend the Sexual Offences Act 2003 (Prescribed Police Stations)(Scotland) Regulations 2014 to reflect changes in various addresses.	SG CSU	30/06/16	Ongoing	Following liaison with Police Scotland, instructions with SG Legal Division.

8. Support the development of a coherent Scottish response on reserved and other issues relating to the management of MAPPA offenders

Activity	Allocated to	Target date	Status	Comment
8.1 Attend relevant UK wide groups to provide input on MAPPA and offender management in Scotland	SG CSU		Ongoing	Home Office SOVO Meetings attended by SG CSU
8.2 Produce operational guidance on disclosure to DWP relative to restrictions to be placed on the employment, training and educational opportunities of MAPPA offenders and other Potentially Dangerous Persons.	Agencies		Ongoing	