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MAPPA DEVELOPMENT GROUP

SCOTTISH GOVERNMENT, POLICE SCOTLAND, SOCIAL WORK SCOTLAND, SCOTTISH PRISON SERVICE, RISK MANAGEMENT AUTHORITY, VISOR NATIONAL SYSTEMS SUPPORT, MAPPA COORDINATORS GROUP, NHS FORENSIC NETWORK

THURSDAY 9th March 2017, 1330 - 1530

St Andrews House, Edinburgh

ATTENDANCE

[redacted] (Vice Chair)	SG Public Protection Unit
[redacted]	Police Scotland NOMU
	Scottish Prison Service
	NHS Forensic Network
	Police Scotland IS
	ViSOR National Systems Support
	ViSOR National Systems Support
	Risk Management Authority
	MAPPA Coordinators Group
	Social Work Scotland
	SG Community Justice
[redacted] (minutes)	SG Safer Communities

APOLOGIES

[redacted] (Chair)	NHS Forensic Network
	SG Public Protection Unit
	MAPPA Coordinators Group

AGENDA

1. Welcome, Introductions and Apologies

2. Previous Minutes and Update on Actions

3. ViSOR

   - SWS – Update
   - ViSOR Vetting Plan Overview (paper)
   - NSS Update
   - PSOS Update

   [redacted]

4. Practice and Training

   - National Risk Practice Training – Update
   - RMA Update

   [redacted]

5. MAPPA Operational Delivery

    - Cat 3 Review – Questionnaire (paper)
    - LS/CMI and RoSH
    - Annual Reports – Publication

6. Agency Updates

7. AOCB
   (i) Frequency of meetings

8. Date and Location of Next Meeting – **TBC**

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[redacted]

From: [redacted]
Sent: 07 March 2017 13:08
To: [redacted]

Cc:
Subject: MDG - Thursday 9th March 2017

Tracking:

Recipient	Read
[redacted]	
[redacted]	Read: 09/03/2017 10:04
	Read: 08/03/2017 16:26
[redacted]	Read: 07/03/2017 13:27
	Read: 07/03/2017 14:31
	Read: 07/03/2017 13:35

Afternoon All,

Please find attached the agenda, previous minutes and action log for this Thursday's meeting.

The following papers have also been attached and will be discussed at the meeting:

- ViSOR Action Plan
- Cat 3 Questionnaire


MAPPA Development Gr...


MAPPA Development Gr...


ACTION LOG MAPPA DEVELO...

[redacted]

[redacted]


VISOR ACTION PLAN - March 2...


Category 3 - Review Questio...

Many thanks

[redacted]

[redacted]
Detective Inspector
Safer Communities Division
Public Protection Unit
Scottish Government
St Andrews House
Regent Road
Edinburgh
EH1 3DG

Internal : [redacted]
External :
Mobile :
Email :

Working Hours – Monday to Thursday 0900 – 1630 hours, Friday 0830 – 1630 hours.
Every second Friday is a non working day

MAPPA REFERRAL FORM LEVEL 2 / LEVEL 3

(Return to:)

Referral Level:	**2**		**3**	
Category of Offender:				
Registered Sex Offender		**Other Risk of Serious Harm Offender**		
1. Agency / Establishment Referring:				
Name:				
Job Title:				
Agency:				
Telephone Number:				
E-mail:				
Date of Referral:				
2. Offender Information				
Last name:				
Forenames:				
Alternative name(s):				
Date of birth:			Age:	
Gender:	M		F		Ethnicity:	
Prison Number:			PNC Number:	
CHS Number:			ViSOR Number:	
Last known address before sentence:				
Proposed release address:				
Current Address if in community:				
Lead Agency:				
3. Conviction Details / Relevant Dates				
Index Offence:				
Date of conviction:				
Sentencing Court:				
Sentence:				
If in custody, earliest release date:				

Licence Expiry date:	
Sentence Expiry date:	
Parole Qualifying date:	
Details of any other statutory order (SOPO, OLR, RSHO, CORO):	
Registered Sex Offender Notification End Date:	

4. SUMMARY OF OFFENDING BEHAVIOUR

(i) Where individual meets criteria for RoSH, attach Risk Assessment (RA) and Risk Management Plan (RMP)

(ii) Where no completion of RA and RMP provide; rationale for level 2/3 management providing a summary of the risk of serious harm and include conclusion of overall risk level and statement of manageability.

1. PATTERN - *Based on previous convictions and other information, outline since when, how often and how much particular types of harmful behaviour have occurred. Highlight violent and sexual offences and any incidents which occurred in prison/hospital. Please attach a record of previous convictions:*

2. NATURE - *Outline what types and how many types of offending that are evident. Give details regarding known or potential victims (specifying any risk to children, vulnerable adults and threats to staff) and any requirements under the terms of the Victim Notification Scheme or engagement with Victim Support Scotland:*

3. SERIOUSNESS - *What is known about the degree of planning and the intended and actual impact of the offending?:*

4. LIKELIHOOD - *Comment on the balance of risk and protective factors. Is the balance in favour of desistance or further offending? What is the nature and seriousness of further offending likely to be? Refer to current or most recent risk assessment:*

5. ANY OTHER RELEVANT OFFENDER INFORMATION / CONCERNS (e.g. Current prison intelligence, associates, sexualised behaviour in custody, substance misuse, access to finance, mental health, attach any relevant pending case information):

6. OTHER RELEVANT INFORMATION

What inter-agency work has been undertaken so far?

Any other relevant information (e.g. media handling, disclosure, medical issues etc.)

Provide Index of attached documents:	
1.	6.
2.	7.
3.	8.
4.	9.
5.	10.

7. VICTIM - CHILD/ADULT SUPPORT AND PROTECTION CONCERNS

Outline any concerns about the victim of the index offence or potential victims:	
Are there any child protection or adult support and protection concerns? (provide detail of what they are and any allocated social worker)	

8. MAPPA CO-ORDINATION (processed by:)				
Name:				
Title:				
Area:				
Date Referral Received:				
MAPPA Qualifying Offender:				
If no, return form to referring agency outlining reasons for rejection:				
Is the Risk Assessment attached:	Yes		No	
Is the Risk Management Plan attached:	Yes		No	
Where no completion of RoSH - has a rationale been provided for Level 2 or 3 management:	Yes		No	
If NO, return form to referring agency outlining reasons for rejection:				
Date referral accepted / rejected:				
If referral accepted, confirm MAPPA Level?	Level 2		Level 3	
State reasons for accepting referral:				
Date referring Agency notified:				
Meeting to which referral is to be taken:				
9. ViSOR ***(Record creation: Category 1 - Police Category 3 - Local Authority Social Work)**				
Date created:				
ViSOR Number:				

MAPPA CATEGORY 3 OFFENDERS - VISOR RECORD CREATION

Scottish Prison Service

Pre- release ICM / Pre-progression ICM – determines provisional MAPPA referral level 2 or 3

↓

ICM Coordinator – submits referral to MAPPA Coordinator

↓

MAPPA Coordinator in discussion with Lead agency accepts referral where evidence provided meets criteria

↓

Initial MAPPA Meeting

↓

Agreement at meeting by Local Authority Social Work to accept transfer of ViSOR record from SPS providing CPC details & recorded in MAPPA minutes

Yes → MAPPA Coordinator requests SPS ViSOR Team to create ViSOR record

↓

SPS ViSOR Team create and populate record as per ViSOR standards

↓

Nominal record transferred to Local Authority Social Work CPC for management

No → Record creation & ViSOR use to be considered by Local Authority Social Work on prisoner release.
NO FURTHER SPS ACTION

Table 1: Statistical information

Risk of Serious Harm Offenders (RoSHOs)	NUMBER
a) Number of Risk of Serious Harm Offenders:	
b) The number of RoSHOs managed by MAPPA Category as at 31 March;	
I. Level 2 - Multi-agency Risk Management	
II. Level 3 - MAPPP	
c) Number of RoSHOs convicted of a further Group 1 or 2 crime;	
I. MAPPA Level 2	
II. MAPPP Level 3	
d) Number of RoSHOs returned to custody for a breach of statutory conditions (including those returned to custody because of a conviction of Group 1 or 2 crime)	
e) Number of notifications made to the DWP under the terms of the Management of Offenders etc. (Scotland) Act, 2005 (Disclosure of Information) Order 2010 between 1 April and 31 March	

ANNUAL REPORTS PUBLICATION – 2016/17

Upon CJAs being dis-established, Responsible Authorities will continue to fulfil their statutory duties under sections 10 and 11 of the 2005 Act which includes jointly preparing and publishing MAPPA annual reports.

The Community Justice (Scotland) Act 2016 repeals section 11(2)(c) of the 2005 Act as a consequence of the disestablishment of the CJAs and inserts a new subsection 11(4) into the 2005 Act which states that publication must be in such a manner as will ensure that the report is likely to come to the attention of the other community justice partners, who are not also Responsible Authorities, for the area of the local authority.

How the responsible authorities choose to publish the reports was not prescribed and left as a matter for local determination.

To ensure National consistency, providing a standard approach for publication would be useful.

For discussion:

- Reports published on each individual Local Authority Website, providing a brief summary of the MAPPA area covered in the report.
- Report published on an agreed Local Authority website within the previously determined CJA boundaries (where there are more than one Local Authority) again with a summary of the MAPPA area covered in the report.
- Other?

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MAPPA
North Strathclyde

Short Term Prisoner Release

The following extract is from the MAPPA Guidance 2016.

Prior to formal consideration of progression by a Risk Management Team, SPS invites input from the police while Community-based Social Work is preparing the Home Background Report. This is typically around eight weeks prior to the Risk Management Team meeting, and in almost all circumstances follows an ICM case conference where consideration of progression is part of the ICM action plan for the following 12 months. At this point in an offender's sentence, where SPS is ***minded to consider*** an RSO or other risk of serious harm offender for progression to less secure conditions, SPS will issue a MAPPA Referral to the MAPPA Coordinators covering both the area local to the prison and also the area which is considered the home area of the prisoner. The home area is more likely to be aware of the background information on the offender and the local prison area will be aware of the environmental factors which will require to be considered prior to the decision being made in respect of community access.

Chapter 15 MAPPA Guidance 2016

Scottish Prison Service have extended this referral process to cover work placements, hospital visits, weekend leave etc.

The MAPPA co-ordinators have discussed this process with their respective Local Authorities and at the MAPPA co-ordinators meeting. The consensus is that there is no requirement to submit a MAPPA referral for offenders who are being released for work placement or any other short term release. A notification is sufficient.

The current ICM and RMT process where all agencies are consulted prior to these short term releases is considered to be sufficient. All agencies have the option at this point to highlight any concerns they may have.

It is not considered beneficial to place the MAPPA process on top of the current procedures, it would merely duplicate or complicate the existing process.

It is respectfully requested that the MAPPA Guidelines are amended to reflect this process and clearly identify when a MAPPA referral is required.

[redacted]
MAPPA Co-ordinator
North Strathclyde

MAPPA Category 3 Offenders Questionnaire

Name	
Agency:	
Email:	
Contact Number:	

Please answer the following questions relating to the introduction of MAPPA Category 3 offenders which commenced on 31st March 2016, providing comments and/or evidence where relevant.

Q1. IDENTIFICATION OF OFFENDERS

Is the MAPPA extension criteria identifying the relevant offenders?

YES		*NO*	

Provide evidence / examples:

Q2. MAPPA REFERRAL

Are appropriate evidence based referrals being received and processed?

YES		*NO*	

Provide evidence / examples:

Q3. Where an offender does not meet the criteria and the referral is refused is the justification for refusal being captured and analysed?			
YES		*NO*	
Provide evidence / examples:			

Q4. PRE-MEETING INFORMATION SHARING **Where referral is accepted, is the relevant paperwork (MAPPA Risk Assessment and Risk Management Plan) being completed and shared with MAPPA Partners?**			
YES		*NO*	
Provide evidence / examples:			

Q5. Is information sharing effective and being recorded appropriately using the VISOR database?			
YES		*NO*	
Provide evidence / examples:			

Q5. EXIT FROM MAPPA

Are offenders in this category being appropriately archived where criteria for inclusion is no longer met?

YES		*NO*	

Provide evidence / examples:

Please return all completed questionnaires to:

[redacted]

Draft revised March 2017

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

Contents

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

It is important to recognise that whilst these recommended parameters and minimum standards are provided as additional guidance to the Responsible Authorities for MAPPA/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 MAPPA National Guidance 2016

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 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, manageable housing and support the management of potential risk.

The prime consideration when assessing the manageability 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 manageability 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

A model ERA template that is VISOR compatible is provided as part of this guidance. The responsible authorities are not obliged to use this if their current arrangements and forms cover the principles of this guidance and the minimum practice standards and guidance.

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 should 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;
- those offenders who have committed contact offences against children or on adults at risk of harm;
- 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 should 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 has changed, 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: ▪ 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 but will be 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	• Internal Case Management Systems (including children and Families Social work checks) • Adult Protection
Local Authority Housing (SOLO)	• 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, any general location information considered relevant
Police	• Violent and Sex Offender Register (ViSOR) • STORM CALL Management System or equivalent • Criminal History System (CHS)

	• Police National Computer (PNC) • Scottish Intelligence Database (SID) • Vulnerable Persons Database (VPD) • Mapping • Community Officer Local Knowledge • Crime Recording Systems
Local Authority Education	• School Management Information System (SEEMIS)
NHS	• Internal Case Management Systems
Scottish Prison Service	• Prisoner Records Database • Prison Based Social Work File

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 of the offender 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 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 cognizance 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.

[redacted]

From: [redacted]
Sent: 25 May 2017 13:24
To: Fleming I (Ian)
Subject: ERA

From: [redacted] [mailto: [redacted]
Sent: 11 April 2017 10:04
To: [redacted]
Cc: [redacted]
Subject: ERA

Good morning [redacted] I had asked for feedback from SWS colleagues regarding the redrafted guidance and thus far only one LA has confirmed they are content with the redraft. A number of local authorities provided feedback at the SWS Meeting and also by email.

There remains a view that the ERA Guidance is far to process driven. There is a sense that the Guidance doesn't lend itself to the influence of a structured risk assessment tools that we use, particularly at the point a CJSW Report is being prepared and where there is the potential to determine whether or not an ERA is necessary. My current thinking is that this particularly relates to those people who are convicted for internet-based offences where there is no evidence of grooming.

On that basis, given the significant increase of people with that sort of conviction, it may be reasonable to expect that the demands of the process will lead to many ERAs being completed which are more likely than not to be unnecessary. As one colleague stated, "the person didn't pose a risk to those around him prior to him being detected, charged and convicted, so what has changed following the legal process?"

Again, my current thinking is that the consequences of this are that resources will be used on those that do not present a risk of serious sexual harm and which could be spent more meaningfully on those that do present such a risk. In line with the spirit of the Thematic Inspection there is a feeling around that a blanket approach to all types of convictions and perpetrators is not in line with proportionality, practicality and sustainability.

Finally, one of the issues flagged up was research on the impact of ERAs in terms of reducing risk. While there are the findings from SCRs, we think that it would be useful to scientifically evaluate their place in the Risk Management in MAPPA-based activity.

I hope this helps.

[redacted]

[redacted]
Service Manager
Criminal Justice Social Work Service
[redacted]

Tel (Internal): [redacted]
Tel (External): [redacted]
Tel (Mobile): [redacted]
[redacted]

Police Scotland – ERA Short Life Working Group

Police Scotland supports the completion of Environmental Risk Assessments (ERAs) as part of the effective management and monitoring of Registered Sex Offenders (RSOs). The amalgamation of the 8 former forces into a single force presented a number of challenges one of which was varied and inconsistent practice. This was considered a risk by the force and in respect of Offender Management one of the first processes to be reviewed was ERAs. This resulted in Police Scotland National ERA guidance and criteria being introduced in November 2014. As a national organisation it is important there is a consistent, structured and risk based approach to managing RSOs and reducing risk.

A Scottish Government Short Life Working Group (SLWG) was formed in September 2015 to consider national guidance on the parameters and minimum checks for ERAs. This group was then tasked with progressing Recommendation 1 of the HMICS & Care Inspectorate Thematic Review of MAPPA. Police Scotland has been part of this SLWG which collectively prepared draft ERA guidance. The premise of this guidance was to introduce minimum standards which were proportionate and operationally achievable.

The draft guidance produced in Nov 16 was shared with Police Scotland Senior Management who noted a reduction in respect of the criteria for competing annual ERA reviews but were overall in agreement with the terms of the draft guidance and supportive of it. The agreed criteria at that time was as follows:

Offenders subject of Environmental Risk Assessments (Nov 2016 version)

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 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;
- 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.

As a result of representations made by Social Work Scotland (SWS), a further meeting of the SLWG was convened in March 2017. At that meeting significant comment was made by SWS in respect of the lack of evidence to support the assertion that internet offenders would be likely to progress to commit contact offences, that reviews should only take place in respect of offenders who have targeted neighbours previously and that the overall number of ERAs which would have been completed was excessive and neither proportionate nor sustainable.

The position of Police Scotland was that any reduction in the number of ERAs would expose children and others to unnecessary, avoidable risk and that no change should be made to the previously agreed criteria.

It was however the consensus of this meeting that the criteria for completion of an ERA be changed to the following:

Offenders subject of Environmental Risk Assessments (March 2017 version)

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 should 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;
- those offenders who have committed contact offences against children or on adults at risk of harm;
- 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.
-

It is the opinion of Police Scotland that the subtle change in terminology from 'must' to 'should' in respect of annual reviews will introduce local interpretation, variable practice and have the potential to reduce the number of annual reviews completed to such a level as to make the process indefensible, all of which will potentially increase avoidable risk. The use of the word 'should' defeats the purpose of having national ERA guidance which was to ensure consistent practice across all agencies and areas.

Data shared at the recent NOTA Conference indicated over 600 individuals were reported for offences relating to indecent images of children last year. If accepting of the previously reported figure that 3% of these offenders later commit contact offences, this would result in 18 victims where intervention by means of completing an ERA may have prevented further victimisation.

Consultation with all thirteen Offender Management Units has identified all are currently adhering to the Police Scotland ERA criteria implemented in November 2014. This is in excess of the proposed SLWG draft guidance of November 2016. Further to this, it is reported that in many cases partner agencies are working to the same standards. This is contrary to information provided at the SLWG meeting in March 2017 and to the position that the SLWG draft guidance of November 2016 is unachievable and unsustainable.

All agencies involved in Public Protection are working within financial constraints, however this should not be a driving or deciding factor when managing risk and considering decisions in the management of offenders. A proportionate and achievable approach is required in respect of ERAs but one that is also consistent, defensible and can withstand scrutiny.

It is the position of Police Scotland that the draft guidance agreed by the SLWG in November 2016 provides a proportionate and consistent approach to ERAs. Police Scotland is not supportive of the March 2017 draft guidance as it fails to address the primary function of the SLWG which was to introduce national minimum standards and a consistent approach. This draft guidance will introduce local interpretation and variance in approach which could lead to a 'postcode lottery' in the completion of ERAs and managing the risks posed by RSOs. Given the ever increasing financial and resourcing demands, it also has the potential for agencies/areas to take a default position and not

complete any or a very small number of annual ERAs as there is no minimum standard or requirement to complete annual ERAs. A nationally consistent approach to the completion of ERAs and management of risk is required.

Joint Thematic Review of MAPPA in Scotland

-

Scottish Government Action Plan

-

May 2017

STATUS KEY					
	Objective successfully met		Objective not met		Objective on hold/on-going
	On target for completion within timescale		Out with target for completion within timescale		No Change

1. Recommendations

"The ten recommendations outlined in the report are strategic in nature requiring a national response and are directed towards Scottish Government and Responsible Authorities."

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
1. 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.	As part of the National Accommodation Strategy for Sex Offenders, the Responsible Authorities carry out an "environmental risk assessment"(ERA) to identify any housing-related risks associated with a particular offender. Prior to publication of the report, the Scottish Government (SG) had already established a Short Life Working Group (SLWG) made up of key stakeholders to produce standard national guidance on ERAs with a view to publishing in early 2017.	DG Communities, [redacted] Social Housing Charter & Regulation Manager	On-going review February 2017	Position papers on the draft guidance from Police Scotland and Social Work Scotland to be considered at the MAPPA NSG meeting on 31st May.
2. Scottish Government in partnership with the Risk Management Authority and Responsible Authorities should provide additional guidance to enable staff	The development of best practice in risk assessment and management is one of the Risk Management Authority's (RMA) key responsibilities. The RMA	Directorate for Justice, Community Justice [redacted]	On-going Review	This work is in the RMA's business plan and being progressed.

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
(Offender Management Unit and Criminal Justice Social Work staff) to better assess the risk posed by internet offenders.	has this task on their priority list.			
3. Scottish Government in partnership with Responsible Authorities should undertake a technical capacity and capability review of equipment, training and guidance required to support staff in monitoring the use of social media devices by registered sex offenders to ensure compliance with licence conditions.	The SG recognises the potential challenges arising from the growing numbers of internet offenders and is working in partnership with Police Scotland, Social Work Scotland and the Chief Social Work Advisor to identify an appropriate expert to advise on the review of what will be required to ensure compliance with licence conditions going forward.	Directorate for Justice, Community Justice Division [redacted]	Yet to commence.	This will commence when professional advice is available.
4. Scottish Government in partnership with Responsible Authorities should 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.	The SG published an National Action Plan on Internet Safety for Children and Young People on 21 April. It includes an action to develop guidance for professionals and parents on digital citizenship which will include information on respectful behaviours, rights and responsibilities, resilience and where to go	Directorate for Children and Families, [redacted] Child Protection Policy Officer	On-going	Work on guidance to be developed in 2017/2018.

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
	to for support. It will also consider issues raised by self-produced sexual images, or sexting.			
5. Scottish Government in partnership with Responsible Authorities should collaborate in order to develop minimum practice standards for the management of Level 1 registered sex offenders in order to support consistent and efficient practice.	The management of offenders at Level 1 is an operational matter for each Responsible Authority. Notwithstanding, and as the report acknowledges, the RMA is already working closely with SG and Police Scotland on the development of a practice model to support police offender management staff in the management of MAPPA Level 1 offenders. Also following research carried out of current MAPPA Level 1 processes, the SG's Community Safety Unit (CSU) has drafted a set of minimum practice standards. Prior to engaging national consultation on these standards, discussions are taking place with Police Scotland, SWS and the RMA to ensure consistency with other existing	1. Directorate of Safer Communities, [redacted] 2. Directorate for Justice, Community Justice [redacted]	On-going	On-going with Short Life Working Group meeting on 30 May 2017. Interviews underway to fill Professional Advisor role in Community Justice.

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
	processes to ensure MAPPA Level 1 will naturally dovetail into current MAPPA 2 and 3 arrangements. The development of minimum standards will also be considered as part of a wider review of the National Standards for CJSW. As yet, this work has not been scheduled due to availability of professional advice. First draft circulated for comment to RMA, SWS and PSOS in February 2017. Re-drafted and will be discussed at SLWG on 30th May 2017			
6. Scottish Government in partnership with Responsible Authorities should 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.	The current MAPPA guidance (version 6) issued in March 2016. The document is subject to an on-going programme of revision to take account of new legislation, and changes in policy and practice.	Directorate of Safer Communities, [redacted]		Complete September 2016

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
	A scoping exercise was recently carried out on the variety of functions performed by Coordinators taking account of the recent introduction of Category 3 offenders (April 2016). As a result, a revised set of roles and responsibilities has been framed, which summarise the key functions of Coordinators, with emphasis being drawn to support and advise the Responsible Authorities on the operation of the MAPPA within allocated geographic areas. The roles and responsibilities paper was endorsed by MAPPA Coordinators and approved by the MAPPA NSG on 28 September 2016. The streamlined functions have been circulated to MAPPA SOGs and will be included in the next publication of the MAPPA Guidance.			
7. Scottish Government should	ViSOR is a Home Office	Directorate of Safer	On-going	

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
lead on the development and delivery of 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.	System managed in Scotland by Police Scotland. A ViSOR improvement plan was developed by the MAPPA Development Group and disseminated in March 2016. The plan has 2 distinct priorities to improve CJSW access and the usability of the ViSOR system, and to improve levels of staff vetted to access the system. In terms of the first aspect, the SG and Responsible Authorities successfully presented a Risk Escalation Case to the Home Office which reduced the physical security standards applied to the siting of terminals for CJSW staff in Scotland. Approval allows Police Scotland to re-position local authority ViSOR terminals to allow for easier access, subject to a satisfactory site security inspection. Uptake by CJSW departments has thus far been limited.	Communities, [redacted] MAPPA [redacted]		

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
	The second element of the ViSOR improvement plan therefore focused upon engagement with local authorities regarding the vetting of staff. This included production and circulation of an overview document to provide clarity to CJSW staff regarding the vetting requirement, how this is applied and the process for appeals. This supported a comprehensive engagement plan by Police Scotland National Systems Support which offered prioritised vetting and access to training for CJSW users. This has recently concluded, and the effect of the vetting plan is currently being reviewed. Increases in the number of users vetted is however understood to be small.			
8. Scottish Government in partnership with Responsible Authorities should design a	The SG's Community Safety Unit has assessed with the Responsible	Directorate of Safer Communities,	On-going Review May 2017	For NSG endorsement on 31 May 2017

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
national public engagement strategy regarding offender management that includes the management of registered sex offenders in the community.	Authorities the extent to which existing public engagement opportunities could be developed, and improved, all within the context of the Strategy for Justice in Scotland. As a result the SG's CSU has designed a national MAPPA Engagement Strategy which has been approved by both the MDG (25 August 2016) and NSG (28 September 2016). This draft Strategy has also been considered by CoSLA. Among other things the strategy takes cognisance of the operation of the Keeping Children Safe and Domestic Abuse Disclosure Schemes. It also encourages use of Scotland's National Standards for Community Engagement which were designed to support implementation of the Community Empowerment (Scotland) Act 2015. The Standards were revised and re-launched on 29 September 2016.	[redacted], Head of Violence Reduction and Public Protection Unit		

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
	It also recognises the National Strategy for Community Justice, and the establishment of Community Justice Scotland which will work closely with Community Justice Partners to provide leadership in raising awareness and addressing misconceptions relating to community sentences, including community sentences for people who have been convicted of a sexual offence. They will achieve this through a variety of means, including the development of a communication strategy.			
9. Scottish Government in partnership with Responsible Authorities should establish a robust national governance structure to develop and utilise trend data relating to sex offending to better inform strategic planning for the continued effective and efficient delivery of MAPPA.	The MAPPA NSG agreed a new national oversight structure/membership on 28 September 2016. The MAPPA Development Group previously reporting to the Tripartite Group now reports to the NSG. Issues of a strategic nature for the responsible authorities will	Directorate of Safer Communities, [redacted] Head of Violence Reduction and Public Protection Unit	On-going Review May 2017	On-going Review May 2017

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
	continue to be considered within the NSG. When substantive issues are raised that cannot be addressed by the NSG they will be referred to the Tri-partite Group for resolution. In terms of utilising trend data, the NSG recently considered a SG commissioned research 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. In terms of next steps, the SG has provided Police Scotland with funding to assist on-going research of certain police databases to produce a comprehensive report on current and likely future trends around sex offender management across Scotland.			

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
	now agreed to collate all ICR/SCR's commissioned in each CJA area. The SCR Initial Notification Report has also been amended and widely consulted through responsible authorities to adopt a streamlined process to reflect any areas of good practice or areas for development which can be shared nationally by the SG to inform future practice and management. On 25th August 2016 the forms were presented to MAPPA Development Group for approval before onward submission and subsequent approval by the MAPPA NSG on 28th September 2016. The final approved form was circulated on 31st October 2016 to all SOG chairs, Police Scotland, the RMA and Care Inspectorate for immediate operational use. The revised template will be included in the next			

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
	The Scottish Sentencing Council's plans to conduct and/or commission research on sentencing of sexual offences, which may also inform the NSG's future work and thinking.			
10. Scottish Government in partnership with Responsible Authorities should develop and introduce a structured and standardised process to maximise the learning and development emanating from both Initial Case Reviews and Significant Case Reviews.	The latest version of MAPPA Guidance published on 3 March 2016 included an amendment to ICR/SCR criteria for identifying whether a case is significant. This introduced a robust process where any and all relevant learning regarding an offender's multi-agency management can be captured and considered. Criteria was designed to be clear and unambiguous regarding the offences which should be considered in deciding if a case progresses within the ICR/SCR process, ensuring national consistency and a defensible approach. MAPPA Coordinators have	Directorate of Safer Communities, [redacted]	Reviewed September 2016	Complete October 2016

Recommendation	Scottish Government updates	SG Policy Lead	Review Date	Status
	publication of the MAPPA Guidance.			

HMIC(S) – JOINT THEMATIC REVIEW OF MAPPA IN SCOTLAND

Areas for Development

Introduction

In response to the HMIC(S) Thematic Inspection of MAPPA, this action plan will provide direction to the areas of development which are to be driven and delivered at both a local and operational level.

MAPPA Coordinators will play an integral part in the positive and effective delivery of these areas for development within each individual Community Justice Area. This ensures consistency and continual progress of MAPPA contributing to the overall efficiency in the management of Category 1, 2 and 3 offenders.

All Coordinators will actively be involved in the development, implementation and evaluation of local plans compiled and held by each SOG.

With responsibility for MAPPA Nationally the Scottish Government Public Protection Unit will work alongside MAPPA Coordinator's to ensure progress is captured.

15	The Scottish Prison Service should monitor and maintain the continued improvement in the use of ViSOR.	The Scottish Prison Service has reviewed its use of ViSOR including the level of provision of terminals, their location, process for record creation and training of ViSOR unit staff. This has included work with Police Scotland NSS, SG CSU and the other Responsible Authorities through the MAPPA Development Group and Scottish Regional ViSOR User Group to review minimum data standards and to develop more effective processes for the creation of records - in particular in respect of the new risk of serious harm MAPPA offender category. This aims to streamline processes to better support the sharing of information during an offenders transition from custody to management by CJSW in the community and improve compliance with data sharing standards. This work is on-going and it is expected to continue into the new year. Thereafter effective ViSOR use by SPS will continue to be kept under review through on-going representation on the MAPPA Development and Scottish ViSOR user groups.	Scottish Prison Service, Strategy and Innovation Directorate, [redacted] Head of Public Protection Policy	NA	National Issue

AREAS FOR DEVELOPMENT

ISSUE	TITLE/OUTCOMES	TASKS	AGENCY/ LEAD	MILESTONE/DEAD LINE	PROGRESS
5	As a result of the increasing number of internet related sex offenders becoming subject to MAPPA, early intervention and diversionary approaches aimed at addressing the risk posed by such Offenders should be further scoped by Responsible Authorities in partnership with the Scottish Government.	See response to recommendation 2. Also, and by virtue of existing SG funding, liaison continues with Stop it Now! (parent charity is the Lucy Faithfull Foundation) to highlight on-going practices and toolkits used with internet offenders, victims and families. SG CSU is also working with SACRO to develop a programme for internet offenders - (Challenging Harmful Online Images and Child Exploitation- CHOICE). it is suitable for males 18 years plus involved in non - contact offences. SACRO is also finalising a family support service which will sit alongside this service to support the men, their partner [redacted] and children. SACRO plan to pilot the programme in 2 areas of Scotland, which would be able to deal with between 8-10 people over a 10 to 14 week period.	SG [redacted] Head of Violence Reduction and Public Protection Unit	On-going Review May 2017	On-going Review May 2017

		Reform and an introductory meeting was held in December 2016 with the Chair, Criminal Justice Social Work Standing Committee and the Senior Responsible Owner for the Parole Reform Programme.			

16	Responsible Authorities in partnership with the Scottish Government should provide opportunities to raise awareness of the release processes, including the role of the Parole Board, in order to enhance planning and mitigate risk for those released into communities.	Work continues with SG Parole Reform to explore concerns and work together to enhance existing processes, including: 1. It is intended that a joint circular will issue outlining the release process (inc. the role of the Parole Board) in February/March 2017; 2. Members of the Parole Board and staff at Parole Scotland's has been involved in various discussions and small changes have been made to the Parole Board's website to better raise awareness. However, It is anticipated a full review of the website will be undertaken and relevant changes implemented by March/April 2017, this will include ensuring it is user friendly for those affected by the process leading up to and following parole (including victims); 3. The Scottish Prison Service and SG are in receipt of joint legal advice relative to the legal authority to detain an offender, in order to finalise release preparations, in the event that the Parole Board, sitting as a Tribunal, has directed release. Discussions are currently taking place on how to proceed; and 4. Parole Board Members have spoken at a few Social Work Scotland events primarily to explain what they are looking for in terms of information. SG Parole Reform colleagues also continue to work closely with SWS as part of Parole	[redacted] Parole Boardand [redacted] SG Parole Reform	NA	National Issue

MAPPA

Engagement Strategy

Contents

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 2015 [1]) 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; and
- 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.
- Increasing engagement at a strategic and local level to ensure Community Justice outcomes are delivered by statutory partners and the third sector, as set out in the National Strategy for Community Justice.

Multi Agency Public Protection Arrangements (MAPPA)

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

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 reports[2], the use of web sites to inform the public and 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 10-13), 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 cases, support managing messages and more effectively reaching key audience groups.

9. Care needs to be taken, as messages about initiatives on offending and supporting people with convictions generally are challenging to convey. Consideration should also be given on whom to engage with in advance of a person with an offending history being re-housed in the community, to ensure effective outcomes for the individual, victims and the community at large.

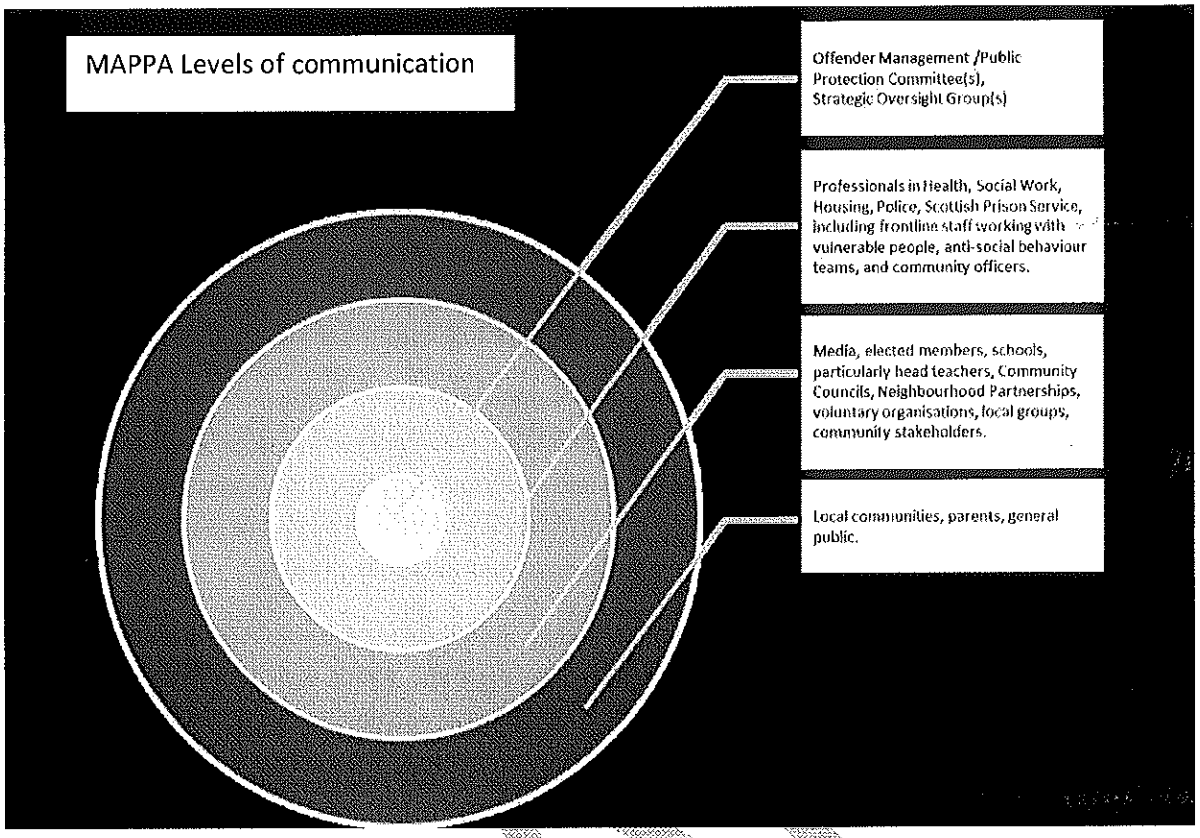
MAPPA audience

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 overleaf, 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 people subject to MAPPA 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.

[2] http://www.gov.scot/Publications/2015/10/2041/0



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 people subject to MAPPA 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 people subject to MAPPA 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 prisoners 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, those individuals 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 people subject to MAPPA.

- Managing the risks posed by people subject to MAPPA within the community is a complex task cutting across the organisational boundaries of local authorities, police, prisons, housing and health services. This will be integral to the work of local community justice partners in delivering the shared outcomes set out in the National Strategy for Community Justice.

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 MAPPA Strategic Oversight Group (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 and effective partnership working.

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 including the local community justice partners.

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 MAPPA 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 2015/16 was 116. The number of those applications which related to registered sex offenders was 21. As a consequence a total of 23 disclosures were made to parents, carers, or guardians.

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. 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. 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.

30. To support Scotland's developing community empowerment landscape and in particular the implementation of the Community Empowerment (Scotland) Act 2015, the Standards were revised and re-launched on 29 September 2016 and align with the vision of delivering the outcomes set out in the Outcomes Performance and Improvement Framework, launched on 24 November 2016. They have been simplified from ten to seven Standards, reflecting the main elements of good community engagement - Inclusion, Support, Planning, Working Together, Methods, Communication and Impact. More information is available on the VOiCE (Visioning Outcomes in Community Engagement) website http://www.voicescotland.org.uk/voice

31. Over the coming months a range of accompanying resources will be developed - including an Easy Read version, case studies, and a handy hints guide - to support the use of the Standards across Scotland. In addition, there will be a series of dissemination events across the country to highlight the Standards and their possible uses to support effective community engagement. These will also be available on the VOiCE website.

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:

The New Model for Community Justice

34. The Community Justice (Scotland) Act 2016 provides the legislative basis for the new model for Community Justice in Scotland. The Act sits alongside the National Strategy for Community Justice, the Outcomes Performance and Improvement Framework and associated guidance which complement the new model.

35. The National Strategy for Community Justice provides the vision for community justice in Scotland. It will help partners to prioritise key areas which they will address in partnership, through

an approach which is both outcomes-focused and evidence-based. In this way, the strategy will facilitate and drive improvement. The Strategy's priorities for action are:

- Improved Community Understanding and Participation;
- Strategic Planning and Partnership Working;
- Effective Use of Evidence-Based Interventions; and
- Equal access to Services.

36. Informing local communities about community justice issues and involving them in the decisions that affect them will support reintegration, reduce stigma, and lead to the delivery of better, more responsive services and improved community justice outcomes. A key part of that will be for local community justice partners to raise awareness and understanding of community justice issues. This will involve the development of a communication strategy that outlines plans to raise awareness of community justice issues to communities and local media, as well as local decision makers.

37. Establishing close links across to other Stakeholder communication and Engagement plans, including the MAPPA plan, will help support consistent and shared messages, particularly given those individuals subject to MAPPA are covered by the definitions under the Community Justice (Scotland) Act 2016.

Stop it Now! Scotland

38. 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 MAPPA SOGs work closely with Stop it Now! Scotland and where this was in place, it provided additional options for risk management.

39. 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.

40. 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.

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

42. 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.

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

Finding out more

44. 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

http://www.voicescotland.org.uk/voice/

The National Strategy

http://www.gov.scot/Resource/0051/00510489.pdf

The Outcomes Performance and Improvement Framework

http://www.gov.scot/Publications/2016/11/3701/0

FAQ

http://www.gov.scot/Resource/0050/00505851.pdf

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
At times of high level of activity around specific cases			
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 people subject to MAPPA	Reassurance messages, details of what the partners are doing to minimise	Once cases have become public

Tool	Audience	Message	suggested frequency
	are being housed	public risk	
Stakeholder meetings	Community councillors, local Community Justice Partners, 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 MAPPA subjects 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 MAPPA subjects are to be re-housed
Social media monitoring	General public	No messages to be posted	On-going, but particularly during times of high profile cases

[redacted]

From: [redacted]
Sent: 23 February 2017 09:15
To: [redacted]
Subject: FW: MAPPA National Strategic Group meeting 16 February 2017

[redacted]

Grateful if you could post this on the new ERDM file you recently opened for me.

Thanks.

[redacted]
Community Safety Unit
Safer Communities Division
Scottish Government

[redacted]

From: [redacted]
Sent: 23 February 2017 09:06
To: [redacted]

Cc: [redacted]
Subject: MAPPA National Strategic Group meeting 16 February 2017

Dear All,

Please find attached the minutes of the Group's meeting on 16 February. I would be grateful to receive any comments on these minutes by Thursday 2 March, if possible.

Further to the action point for [redacted] relative to ERA criteria (recommendation 1), please find the ViSOR numbers of RSOs likely to be affected by the additional criteria:

"As at 10 February 2017 Police Scotland recorded 3991 RSOs in the community broken down as follows:

MAPPA Level 1 - Very High - 0 High - 191 Medium - 1386 Low – 2277 Total - 3854

MAPPA Level 2 - Very High - 2 High - 84 Medium - 41 Low - 5 Total - 132

MAPPA Level 3 - Very High - 3 High - 2 Total - 5

Included in the above figures will be 463 RSOs with a SOPO."

Please also find enclosed a copy of [redacted] presentation on the National Strategy for Community Justice, together with an anonymised ICR briefing note relative to a young person in MAPPA, which was alluded to as part of our discussion of recommendation 10.


Anonymised Brief ICR.docx


MAPPA NSG - National Strateg...


MAPPA NSG MINUTES 16 FEB...

Regards

[redacted]
Community Safety Unit
Safer Communities Division
Scottish Government

[redacted]

[redacted]

[redacted] CJA MAPPA SOG Initial Case Review
Briefing for Centre of Youth and Criminal Justice

Offences

Offender : [redacted]

Victims : [redacted]

The offender was convicted for his index offence of the Rape of [redacted] and was sentenced to a 3 year CPO.

Over a period of several months repeatedly asked the victim of the offence (at that time [redacted] to have intercourse with him and on separate occasions over this time raped her, took indecent photographs of her and masturbated in her presence. The offender was convicted for the rape of one victim however they were three complaints made and two resulted in no conviction.

Whilst being managed under MAPPA there have been two further complaints made against the offender for Rape and Attempted Rape for which he has been charged by Police Scotland.

The first victim, [redacted] was known to the offender.

The second victim is [redacted] who had been in a short term relationship with the offender and had met through a mutual friend on a social networking site. The victim had been subject to physical and mental abuse by the offender.

Background:

Youth Services

The offender became involved with the Youth Services Team in [redacted] for failure to attend school. Youth Services hold regular care planning meetings to monitor his progress and identify any needs in relation to supporting him in the community.

The [redacted] have been involved with the offender, since being charged for his sexual offending to support him with post offence supervision and this has also been to support his family to put structures in place for him and to ensure that his peer group is appropriate for him.

It was identified by Youth Services that the offender was a vulnerable individual with [redacted] non-protective older peer group with some friends having previous convictions for theft and vandalism.He also [redacted]

CJSW

CJSW became involved with the offender when sentenced to CPO order for the index offence. This was a number of years after the original offences.

Offence focused work had been at the initial stages when the offender was charged with the further offences.

Police

Police were responsible for managing the offender's registration. Concerns were raised that the offender was never present at the registered address and his whereabouts was unknown.

Unlike other agencies the Police found [redacted] cooperative.

Issues Identified:

- [redacted] with the offender and not a protective factor. [redacted] would lie to Police about the whereabouts of the offender, [redacted] failed to attend social work meetings to address issues such as offenders attendance at [redacted] and despite the sexual offence allegations at that time [redacted]
- The offender was never managed as a [redacted] concern despite it being identified that the offenders [redacted]
- Offender was disguising his compliance. He would attend appointments and tell the social workers and police what they wanted to hear.
- There were different approaches taken to assessing the risks of the offender by different agencies. There was no interface with the offenders needs [redacted] and that of his offending behaviour and management.
- There was no risk assessment tool for young sexual offenders.
- Lack of communication between agencies

Conclusions of ICR

It was agreed that cases involving young offenders in an adult system are difficult cases for the partnership to manage given the requirements to consider the needs of a child as well as their capacity to respond to an adult system.

The group have identified learning opportunities for a number of agencies involved in the management of this offender and other young offenders in general.

The ICR team identified the need for joint training between Police, Criminal Justice Social Work, Youth Justice, Children's Reporter and Children and Families Social Worl. This will focus on joint risk assessments, MAPPA awareness, and Local Information sharing arrangements.

This training will follow the recommendations of the Thematic Review and the work of the Centre for Youth and Criminal Justice.

Strategic Oversight Groups should ensure that members of staff have the required knowledge and skills to undertake the assessment of the risk posed by young people subject to MAPPA