

Report To: Health & Social Care Committee **Date:** 7th January 2016

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Chief Officer **Report No:** SW/04/2016/SMcA
Inverclyde Health and Social
Care Partnership (HSCP)

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Subject: JOINT THEMATIC REVIEW OF MAPPA IN SCOTLAND

1.0 PURPOSE

- 1.1 The purpose of this report is to bring to the attention of the Health and Social Care Committee the findings of the joint HM Inspectorate of Constabulary in Scotland (HMICS) and the Care Inspectorate review of the multi-agency public protection arrangements (MAPPA) in Scotland which was published in November 2015.

2.0 SUMMARY

- 2.1 The multi-agency public protection arrangements (MAPPA) were set up in 2007 to coordinate the approach of a range of agencies (responsible authorities) who work together to reduce the potential risk of serious harm posed by both registered sex offenders and restricted patients with a view to keeping communities safe.
- 2.2 It is important to note that MAPPA is not a statutory body in itself but is the mechanism through which responsible authorities discharged their statutory responsibilities and protect the public in a co-ordinated manner.
- 2.3 The purpose of the joint thematic review was to assess the state, efficiency and effectiveness of the MAPPA arrangements in Scotland.
- 2.4 Their main findings were that there is strong evidence that MAPPA is well established in Scotland and that responsible authorities through joint working and information sharing discharge their duties effectively under the terms required by the Management of Offenders etc. (Scotland) Act 2005.
- 2.5 That said, the report also commented that whilst MAPPA is effective in contributing to keeping people safe, overall efficiency in the management of risk could be improved by implementing a more proportionate and consistent approach through streamlining processes and reducing unnecessary bureaucracy.
- 2.6 The report has identified a number of areas for development (17) that can be delivered at an operational level along with recommendations (10) which are of a strategic nature requiring a national response. With regard to the latter, the report authors clearly articulate a role for the Scottish Government in leading and facilitating on the delivery of these recommendations.
- 2.7 It is also important to note that this is a national report. Thus the applicability of the identified areas of development across the 8 Community Justice Authorities (CJAs) in Scotland will be variable. North Strathclyde Community Justice Authority (NSCJA, of

which Inverclyde is part of, will be meeting with the Review Team on 3rd December to hopefully receive more nuanced feedback regarding the arrangements within our own CJA area. This would be used to inform the development of our own CJA action plan and would be worked up and monitored through the MAPPA governance arrangements.

3.0 RECOMMENDATIONS

3.1 It is recommended that the Health & Social Care Committee note the contents of this report.

Brian Moore
Chief Officer
Inverclyde HSCP

4.0 BACKGROUND

- 4.1 At present MAPPA processes in Scotland are applied only to Registered Sex Offenders and Restricted Patients. The joint review focused only on those offenders subject to the Sex Offender Notification Requirements.
- 4.2 Within the MAPPA arrangements, Responsible Authorities are defined as:
- The Chief Constable of a police force maintained for a police area, any part of which is comprised within the area of the local authority;
 - The local authority;
 - A Health Board or Special Health Board for an area any part of which is comprised within the area of the local authority (for Restricted Patients only); and
 - Scottish Prison Service (SPS) (for offenders whilst in custody)
- 4.3 The MAPPA Guidance summarises the primary roles for each Responsible Authority. For the local authority the focus is on those MAPPA offenders subject to statutory supervision. Although responsibility primarily lies with the Chief Social Work Officer, the role of other local authority services, such as housing and education, are also commented upon.
- 4.4 The governance structures for MAPPA comprises of both Strategic Oversight Groups (SOG) and MAPPA Operational Groups (MOG), which are aligned to CJA areas. The function of the SOG is to oversee the performance management and quality of local MAPPA arrangements, whereas the MOG supports the operational effectiveness of these arrangements.
- 4.5 The joint thematic review of MAPPA was delivered over six stages:
- Stage 1: Design and planning
 - Stage 2: Desk top analysis (October 2014 - March 2015)
 - Stage 3: Fieldwork (30th March – 30th June 2015)
 - Stage 4: Analysis and stakeholder engagement (1st July – 28th August 2015)
 - Stage 5 and 6: Report writing and publication (31st August – 28th November 2015)

This necessitated, across the country, engagement with more than 500 practitioners, scrutiny of 10% of records maintained on the Violent and Sex Offender Register (ViSOR), attendance at 17 MAPPA meetings and analysis of case records.

- 4.6 As noted previously, the report highlighted 17 areas for development across key processes that can be delivered locally and at an operational level. A further 10 recommendations were outlined in the report which require a multi-agency response facilitated by the Scottish Government to set policy and a strategic framework to strengthen the future delivery of MAPPA in Scotland.
- 4.7 As this is a national report there is a need to determine the applicability of the areas of development to our Community Justice Authority (NSCJA). To this end, a meeting has been scheduled with the Review Team on 3rd December where it is hoped we will receive more nuanced feedback. This will help to inform the development of an action plan which will be worked up by the MOG and thereafter presented to the SOG for ratification.
- 4.8 The report clearly stressed that whilst the fundamental purpose of MAPPA is to protect the public, MAPPA and the work of Responsible Authorities cannot entirely eradicate risk. It also acknowledges that whilst the number of sex offenders identified and managed through MAPPA continues to rise, which can in part be attributed to an

increase in the reporting of sexual crime to the police and an increase in convictions for internet offending, the number of MAPPA offenders managed at highest levels (level 2 and 3) continues to reduce each year.

4.9 The full report can be found in Appendix 1.

5.0 IMPLICATIONS

FINANCE

5.1 Financial Implications:

There are no financial issues within this report.

One off Costs

Cost Centre	Budget Heading	Budget Years	Proposed Spend this Report £000	Virement From	Other Comments

Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Annual Net Impact £000	Virement From (If Applicable)	Other Comments

LEGAL

5.2 There are no legal issues within this report.

HUMAN RESOURCES

5.3 There are no human resources issues within this report.

EQUALITIES

5.4 There are no equality issues within this report.

Has an Equality Impact Assessment been carried out?

	YES (see attached appendix)
✓	NO – This report does not introduce a new policy, function or strategy or recommend a change to an existing policy, function or strategy. Therefore, no Equality Impact Assessment is required.

REPOPULATION

5.5 There are no repopulation issues within this report.

6.0 CONSULTATION

6.1 There are no consultation issues within this report.

7.0 BACKGROUND PAPERS

7.1 None.



HM INSPECTORATE OF CONSTABULARY IN SCOTLAND

and

THE CARE INSPECTORATE

Joint Thematic Review of MAPPA in Scotland

November 2015

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www.hmics.org.uk

www.careinspectorate.com

HM Inspector of Constabulary in Scotland

HM Inspectorate for Constabulary in Scotland (HMICS) is established under the Police and Fire Reform (Scotland) Act 2012 and has wide ranging powers to look into the '*state, effectiveness and efficiency*' of both the Police Service of Scotland (Police Scotland) and the Scottish Police Authority (SPA).¹

We have a statutory duty to ensure that the Chief Constable and the SPA meet their obligations in terms of best value and continuous improvement. If necessary, we can be directed by Scottish Ministers to look into anything relating to the SPA or Police Scotland as they consider appropriate. We also have an established role in providing professional advice and guidance on policing in Scotland.

- Our powers allow us to do anything we consider necessary or expedient for the purposes of, or in connection with, the carrying out of our functions.
- The SPA and the Chief Constable must provide us with such assistance and co-operation as we may require, to enable us to carry out our functions.
- When we publish a report, the SPA and the Chief Constable must also consider what we have found and take such measures, if any, as they think fit.
- Where our report identifies that the SPA or Police Scotland is not efficient or effective (or best value not secured), or will, unless remedial measures are taken, cease to be efficient or effective, Scottish Ministers may direct the Authority to take such measures as may be required. The SPA must comply with any direction given.
- Where we make recommendations, we will follow them up and report publicly on progress.
- We will identify good practice that can be applied across Scotland.
- We work with other inspectorates and agencies across the public sector and co-ordinate our activities to reduce the burden of inspection and avoid unnecessary duplication.
- We aim to add value and strengthen public confidence in Scottish policing and will do this through independent scrutiny and objective, evidence-led reporting about what we find.

Our approach is to support Police Scotland and the SPA to deliver services that are high quality, continually improving, effective and responsive to local needs.²

This joint review of the multi-agency public protection arrangements (MAPPA) in Scotland was undertaken in terms of Section 74(2) (a) of the Police and Fire Reform (Scotland) Act 2012 and laid before the Scottish Parliament in terms of Section 79(3) of the Act.

¹ Chapter 11, Police and Fire Reform (Scotland) Act 2012.

² HMICS, [Corporate Strategy 2014-17](#) (2014).

The Care Inspectorate

The Care Inspectorate was established under the Public Services Reform (Scotland) Act 2010 (the 'Act') and is the independent scrutiny and improvement body responsible for regulation and inspection of care and support services, Criminal Justice Social Work services and joint inspections with other scrutiny partners of services for adults and children.

In all our scrutiny activities we are required by statute to take into account the National Care Standards and the Scottish Social Services Council's codes of conduct and practice in making our judgements and decisions on the quality of care. We are an executive non-departmental public body and our functions, duties and powers are set out in the Act and in delegated legislation made under the Act.

We operate independently and at arm's length from Scottish Ministers but are accountable to them through the Scottish Parliament. The Care Inspectorate is governed by its Board which holds responsibility for setting the strategic direction of the organisation, executing good governance and managing performance while taking account of legislation and policy guidance from the Scottish Government to contribute to national outcomes and priorities.

The Act imposes a Duty of Co-operation which requires us to collaborate closely with other scrutiny and improvement bodies and national policy makers. The regulation, audit and inspection activities of scrutiny bodies should be co-ordinated to be efficient, effective and economical for all those involved. We work closely with other bodies such as Healthcare Improvement Scotland, Education Scotland, Audit Scotland and HMICS to co-ordinate our activities so that regulation, inspection and audit across Scotland are efficient, effective and duplication is reduced.

In accordance with Section 54 of the Act we published our inspection plan summary for 2014-15³ and a commitment to work with HMICS in a joint inspection of MAPPA in Scotland.

³ The Care Inspectorate, [Inspection Plan Summary 2014-15](#).

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Foreword

The multi-agency public protection arrangements (MAPPA) were set up in 2007 to co-ordinate the approach of a range of agencies who work together to reduce the potential risk of serious harm⁴ posed by registered sex offenders and keep communities safe. This report presents the findings of our review into how well these arrangements contribute to public protection.

Her Majesty's Inspectorate of Constabulary in Scotland (HMICS) and the Care Inspectorate agreed to jointly work together to undertake a proportionate, risk-based and intelligence led review of MAPPA in Scotland. As part of this review, we engaged with more than 500 practitioners involved in the delivery of MAPPA across Scotland and scrutinised 10% of records maintained on the Violent and Sex Offender Register (ViSOR). We also observed the risk management review of 45 sex offenders discussed at 17 MAPPA meetings across the country and undertook analysis of 78 case records. This approach provided an in-depth understanding of the operational and strategic delivery of MAPPA.

Our main findings are that there is strong evidence that MAPPA is well-established across Scotland and that Responsible Authorities,⁵ through joint working and information sharing, discharge their duties effectively under the terms required by the Management of Offenders etc. (Scotland) Act 2005.⁶

That said, whilst MAPPA is effective in contributing to keeping people safe, overall efficiency in the management of risk could be improved by implementing a more proportionate and consistent approach through streamlining processes and reducing unnecessary bureaucracy.

It should be stressed that while the fundamental purpose of MAPPA is to protect the public, MAPPA and the work of Responsible Authorities cannot entirely eradicate risk. Although the number of sex offenders identified and managed through MAPPA continues to rise, which can in part be attributed to an increase in the reporting of sexual crime to the police⁷ and an increase in convictions for internet offending, the number of registered sex offenders managed at Level 2 and 3 continues to reduce each year as shown at [Exhibit 6](#).⁸

We have identified a number of areas for development that can be delivered at an operational level. We have also outlined ten recommendations which are of a strategic nature, requiring a national response.

Whilst planning to address emerging issues at a local level is effective, there is a need for a robust national governance structure to prepare and plan for existing and future cross-cutting issues likely to impact on MAPPA in Scotland. Building upon the multi-agency approach that first introduced MAPPA, there is an opportunity for the Scottish Government in partnership with Responsible Authorities to lead and facilitate the delivery of the strategic recommendations ensuring that MAPPA remains effective and efficient.

⁴ Risk of serious harm is defined as; the likelihood of harmful behaviour of a violent or sexual nature, which is life threatening and/or traumatic, and from which recovery, whether physical or psychological, may reasonably be expected to be difficult or impossible. [MAPPA National Guidance 2014](#).

⁵ The Responsible Authorities are Police Scotland, Local Authorities, Scottish Prison Service and Health Boards or Special Health Boards.

⁶ [Management of Offenders etc. \(Scotland\) Act 2005](#).

⁷ [Recorded crime in Scotland 2014-15](#).

⁸ The MAPPA management levels are outlined at page 17.

We will now ask the Scottish Government and Responsible Authorities to provide an action plan in response to our recommendations. We will monitor progress against this plan and publish our findings as part of our annual reporting process.

Derek Penman QPM
HM Inspector of Constabulary in Scotland

Karen Reid
Chief Executive
Care Inspectorate

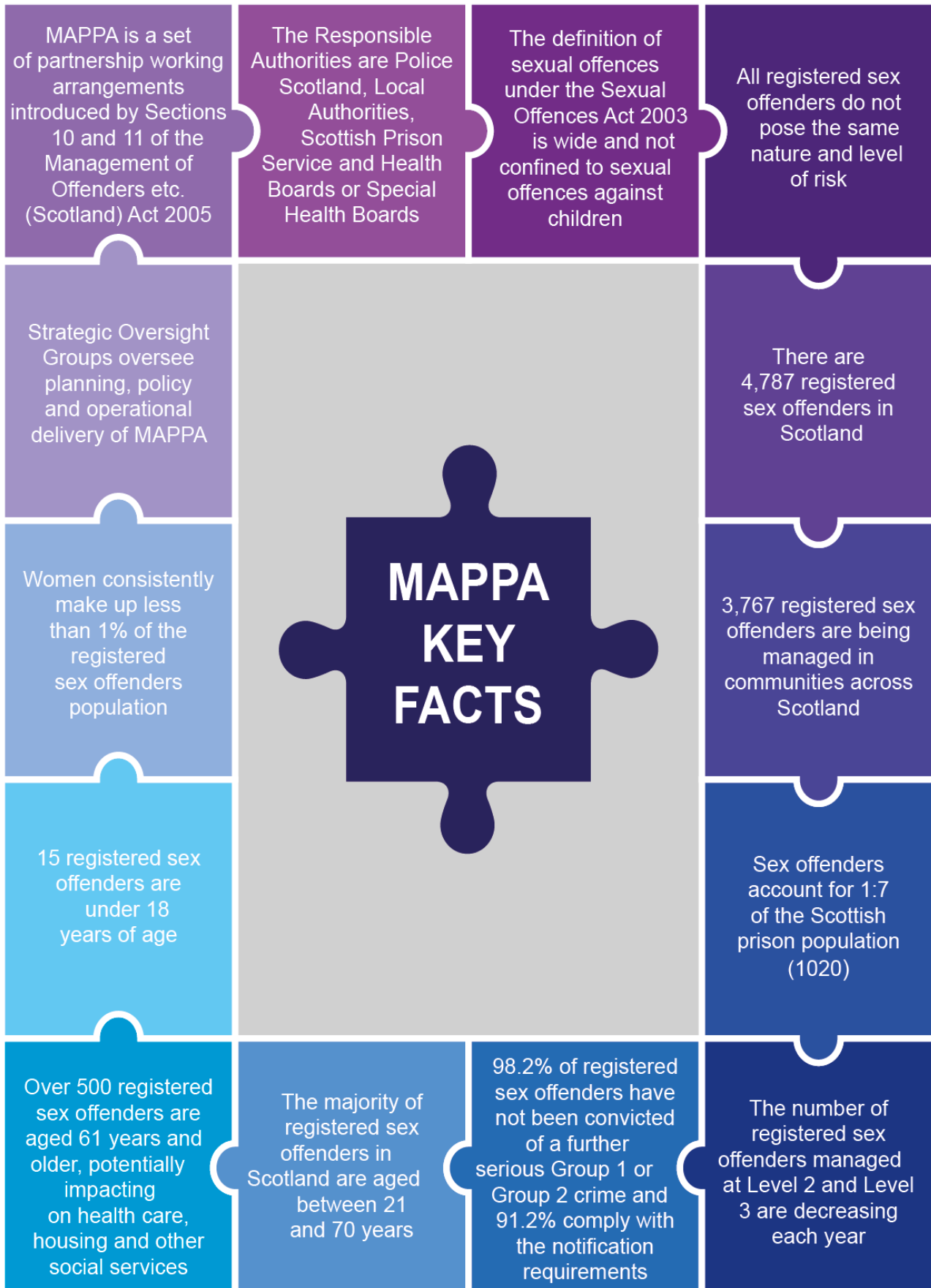
November 2015

Acknowledgements

The Review team wish to record their thanks to all who contributed to the joint thematic review including the MAPPA Co-ordinators, front line staff, first line managers, members of the Strategic Oversight Groups and other stakeholders. In addition, thanks are due to members of the MAPPA Review Programme Board,⁹ the MAPPA Review Short Life Working Group and Review Reference Group who helped shape the methodology shown at [Appendix One](#).

Our review was led by Stephen Whitelock, Lead Inspector, HMICS and Ray Jones, Strategic Inspector, the Care Inspectorate. The review was supported by colleagues from both organisations. Executive lead was provided by the Assistant Inspector of Constabulary, Andy Cowie and Kevin Mitchell, acting Director of Inspection, the Care Inspectorate.

⁹ MAPPA Review Programme Board comprised senior representatives from HMICS, the Care Inspectorate, HM Inspectorate of Prisons in Scotland, Scottish Government, Police Scotland, Scottish Prison Service, Risk Management Authority, Healthcare Improvement Scotland, Social Work Scotland and Community Justice Authorities.



¹⁰ Sources: [Scottish Government MAPPA Annual Overview Report 2015](#) and Strategic Oversight Group MAPPA Annual Reports 2015.

Key findings

Outcomes and impact

- Multi-agency public protection arrangements (MAPPA) are well-established across the country. Responsible Authorities, as named in the governing legislation, have robust arrangements in place to manage registered sex offenders (RSO) through dedicated offender management teams, joint working and information sharing.
- MAPPA activities and the work of Responsible Authorities cannot entirely eliminate risk. However, we are confident that MAPPA is working effectively and as a result, makes a critical contribution to keeping people and communities safe.
- When a registered sex offender comes to the attention of the police for further offending, for the vast majority, it is in relation to their failure to comply with the notification requirements¹¹ as opposed to the commission of a further serious offence. This is in the context of an increased number of registered sex offenders being managed in the community, the high compliance rate by offenders with notification requirements and a low rate of further conviction for serious violent and sexual offending.
- Registered sex offenders are being managed at the appropriate risk management level, as shown at [Exhibit 6](#), and community integration is supported by risk management plans.
- A range of skilled professionals are working effectively on a day to day basis to protect communities from harm through shared responsibility and good information exchange.

Delivery of services

- Nationally adopted risk assessment tools are used effectively and in accordance with MAPPA National Guidance (2014),¹² Standards and Guidelines for Risk Management¹³ and FRAME¹⁴ principles, standards and practice process.
- The introduction of the housing Sex Offender Liaison Officer¹⁵ role as part of MAPPA has strengthened the assessment and planning for sex offender accommodation.
- All Strategic Oversight Group areas have an Environmental Risk Assessment (ERA)¹⁶ process in place as required by national guidance. There is effective communication and strong relationships between offender management staff, Criminal Justice Social Work and housing Sex Offender Liaison Officers in the delivery of these assessments.
- The increasing number of registered sex offenders managed at Level 1 can in part be attributed to an increase in convictions for internet offending and increased reporting of sexual crimes.
- MAPPA Level 2¹⁷ meetings are well planned and meaningful however, we identified areas for development which, if actioned, could improve the overall efficiency of the process.
- Offenders who pose a significant risk of potentially causing serious harm, appropriately receive a more intensive level of multi-agency management at Level 3.¹⁸ Meetings are carried out to a very high standard and commensurate with the level of risk posed.

¹¹ Sex Offender Notification Requirements. See Glossary.

¹² [MAPPA National Guidance \(2014\)](#).

¹³ RMA, [Standards and Guidelines](#).

¹⁴ Framework for Risk Assessment, Management and Evaluation. Paisley: [RMA](#).

¹⁵ Sex Offender Liaison Officer (SOLO). See Glossary.

¹⁶ Environmental Risk Assessment. See Glossary.

¹⁷ MAPPA management Level 2 is multi-agency risk management.

¹⁸ MAPPA management Level 3 is conducted by Multi Agency Public Protection Panels. See Glossary.

- The statistics which have been gathered and outlined within MAPPA annual reports indicate that the number of individuals convicted of sexual offences and subject of the sex offender notification requirements continue to show a gradual but steady increase.
- There is widespread consensus that posting of self-generated indecent images on social media networks by young people, known as 'sexting', has become a common phenomenon across the country.

Management

- Robust operational structures are in place to manage multi-agency public protection arrangements. There is close and purposeful working by members of the strategic and operational management groups, who demonstrated strengths in the development of planning, policy and operational delivery of MAPPA.
- Police Scotland's National Offender Management Unit conduct a structured audit of processes, procedures and recording practices. Having a centralised audit function to support local delivery is helpful in supporting a consistent approach to offender management across the country.
- Robust arrangements are in place to ensure that practitioners receive the required training to undertake their duties, principally in the assessment and management of risk.
- Staff are confident in their role in offender management and the use of nationally adopted assessment tools but require additional guidance in the assessment of the risk that internet offenders may pose of further offending.
- MAPPA has transformed relationships and partnership working between Responsible Authorities. It has played a crucial role in cementing particularly strong and effective joint working between Police Scotland and Criminal Justice Social Work.
- MAPPA Co-ordinators play a key role in public protection arrangements, undertaking a wide range of important duties. However, given the demands that are placed on Co-ordinators there is a need to review the role and function in preparation for the MAPPA extension.¹⁹

Leadership

- Strategic leaders and managers provide clear operational direction and encourage a supportive and positive culture of joint working arrangements in the management of registered sex offenders.
- There are clear governance structures in place for the delivery of MAPPA through well-established strategic oversight and operational groups.
- Whilst planning to address emerging issues at a local level is effective, there is a need for a robust national governance structure to prepare and plan for existing and future cross-cutting issues likely to impact on MAPPA in Scotland.

¹⁹ The MAPPA Extension programme extends MAPPA beyond registered sex offenders and includes those offenders assessed as posing a risk of serious harm.

Recommendations

Whilst MAPPA is effective in contributing towards public protection our review identified a number of emerging trends and issues which are cross-cutting in nature. The ten recommendations outlined in the report require a multi-agency response facilitated by the Scottish Government to set policy and a strategic framework to strengthen the future delivery of MAPPA in Scotland.

Recommendation 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.

Recommendation 2

Scottish Government in partnership with the Risk Management Authority and Responsible Authorities should provide additional guidance to enable staff²⁰ to better assess the risk posed by internet offenders.

Recommendation 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.

Recommendation 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.

Recommendation 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.

Recommendation 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.

Recommendation 7

Scottish Government should 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.

Recommendation 8

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.

Recommendation 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.

²⁰ Staff relates to police Offender Management Units and Criminal Justice Social Work teams.

Recommendation 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.

Areas for development

We have identified 17 areas for development across key processes that can be delivered locally at an operational level. They are directed primarily at Strategic Oversight Groups and Responsible Authorities. We are confident that they have the capacity to take forward the areas for development and where implemented could improve overall efficiency in the management of registered sex offenders.

Two areas for development (10 and 12) are considered by us to be a basis for a well-balanced approach to multi-agency public protection and where we saw them fully integrated as part of MAPPA there was evidence of enhanced partnership working and information exchange.

We recognise that the areas for development will have more significance for some than others. In order to support continuous improvement we encourage Strategic Oversight Groups to carry out a self-assessment against each of the listed areas for development.

Area for development 1

Responsible Authorities should ensure that all Stable and Acute 2007 (SA07)²¹ assessments are current and updated in accordance with national guidance and circulars.²²

Area for development 2

We encourage Responsible Authorities to explore best practice approaches to ensure that staff are equipped to assess the risks and needs of female sex offenders.

Area for development 3

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.

Area for development 4

Whilst overall, MAPPA meetings were well planned and effective, we identified a number of areas for development which, if addressed, could improve the overall efficiency of the process. These are outlined in chapter 2 page 25 and include: attendance, scrutiny of minutes and actions, use of pre-information sharing and training.

Area for development 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.

Area for development 6

Strategic Oversight Groups should ensure that MAPPA forms part of an integrated public protection strategy.

Area for development 7

Strategic Oversight Groups and Responsible Authorities should develop and implement a more structured approach to self-assessment.

²¹ Stable and Acute 2007 (SA07). See Glossary.

²² [Justice Circular No: JD/13/2007](#) and [Justice Circular No: JD/01/2013](#).

Area for development 8

Strategic Oversight Groups should introduce a mechanism which ensures that staff from Responsible Authorities are provided with key information regarding the strategic direction of MAPPA and have an opportunity to contribute to organisational development.

Area for development 9

Strategic Oversight Groups should explore additional opportunities for the delivery of multi-agency training.

Area for development 10

We found evidence of strong local engagement where co-location of staff responsible for delivery of MAPPA was established, providing an enriched understanding of roles, responsibilities and enhanced partnership working.

Area for development 11

It is essential that Strategic Oversight Groups review Information Sharing Protocols to ensure that Registered Social Landlords are clear on their responsibilities and have signed relevant agreements.

Area for development 12

Where the NHS had an integrated single point of contact at the Strategic Oversight Group for all MAPPA related matters, we saw enhanced information exchange which had a positive impact on risk management planning.

Area for development 13

Strategic Oversight Groups and NHS should deliver additional introductory level training for health and care staff.

Area for development 14

Health Boards should ensure that there is an appropriate long term arrangement in place to maintain compliance with ViSOR standards.

Area for development 15

The Scottish Prison Service should monitor and maintain the continued improvement in the use of ViSOR.

Area for development 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.

Area for development 17

The process of engagement with victim support services could be further improved through involvement with Strategic Oversight Group chairs at a national level.

Chapter 1 Outcomes and impact

- Multi-agency public protection arrangements (MAPPA) are well-established across the country. Responsible Authorities, as named in the governing legislation, have robust arrangements in place to manage registered sex offenders through dedicated offender management teams, joint working and information sharing.
- MAPPA activities and the work of Responsible Authorities cannot entirely eliminate risk. However, we are confident that MAPPA is working effectively and as a result, makes a critical contribution to keeping people and communities safe.
- When a registered sex offender comes to the attention of the police for further offending, for the vast majority, it is in relation to their failure to comply with the notification requirements as opposed to the commission of a further serious offence. This is in the context of an increased number of registered sex offenders being managed in the community, the high compliance rate by offenders with notification requirements and a low rate of further conviction for serious violent and sexual offending.
- Registered sex offenders are being managed at the appropriate risk management level, as shown at [Exhibit 6](#), and community integration is supported by risk management plans.
- A range of skilled professionals are working effectively on a day to day basis to protect communities from harm through shared responsibility and good information exchange.

Outcomes for, and impact on, communities

In response to public concerns regarding sexual offending and the potential impact on victims, a range of legislation, policies and interventions have been introduced by the Scottish Government to improve the management, supervision and treatment of individuals who pose a risk to the public. The timeline of key legislation and policies is laid out in [Appendix Two: Legislative and policy timeline 1997 - 2015](#).

Most significant of these policies has been the introduction of the multi-agency public protection arrangements (MAPPA) introduced in 2007 by virtue of Sections 10 and 11 of the Management of Offenders etc. (Scotland) Act 2005.

MAPPA is not a legal entity in itself but a set of partnership working arrangements placing a statutory duty on Responsible Authorities [\[Exhibit 1\]](#) to jointly establish arrangements for assessing and managing risk posed by registered sex offenders.

Practitioners commented that prior to MAPPA the previous arrangements lacked consistency regarding the management of high risk people and information exchange between agencies was informal and ad hoc in nature.

Exhibit 1: Responsible Authorities in Scotland

Police Scotland	Local Authority	Scottish Prison Service	Health Boards and Special Health Boards
Police Scotland will normally be the Responsible Authority for those offenders subject to the Sex Offender Notification Requirements who are not subject to statutory supervision by the Local Authority.	Responsible through Criminal Justice Social Work for the management of sex offenders subject to statutory supervision in the community.	Responsible Authority for sex offenders whilst they are in custody and during periods of temporary release. ²³	Responsible Authority in relation to the assessment and management of mentally disordered offenders. Restricted patients are reviewed under the Care Programme Approach and risk to the community is managed through MAPPA.

The purpose of the joint thematic review was to assess the state, efficiency and effectiveness of the multi-agency public protection arrangements in Scotland, in terms of keeping people safe and reducing the potential risk of serious harm by registered sex offenders in our communities. A key question which this thematic review sought to answer was: *how effective are the Responsible Authorities in the discharge of their statutory duties, under terms of the Management of Offenders etc. (Scotland) Act 2005, including adherence to national guidance and good practice?*

Managing the risks posed by sex offenders within the community is a complex task involving a broad range of organisations and agencies. Registered sex offenders are required to comply with the notification scheme which includes notifying the police within three days of conviction of their personal details. Where the sex offender is in prison on the day that this requirement falls then notification is required within three days of release. Registered sex offenders must also notify the police of any change to their name or address, intention to travel overseas and reconfirmation of personal details at least once every 12-months.

Success in the effective management of a registered sex offender is judged by the public on whether or not there has been any reoffending or reconviction by a known registered sex offender. Studies of sex offending consistently show relatively low rates of recidivism relative to all other types of offending and statistics in Scotland highlight that sexual offenders have amongst the lowest rates of return to custody after two years.²⁴

Scottish Government, Statistical Bulletin, Crime and Justice Series entitled: *'Reconviction rates in Scotland 2012-13'*,²⁵ reported that offenders in 2012-13 with an index crime²⁶ for a sexual crime had the lowest average number of convictions and the lowest reconviction rate compared to other offenders. [Exhibit 2]

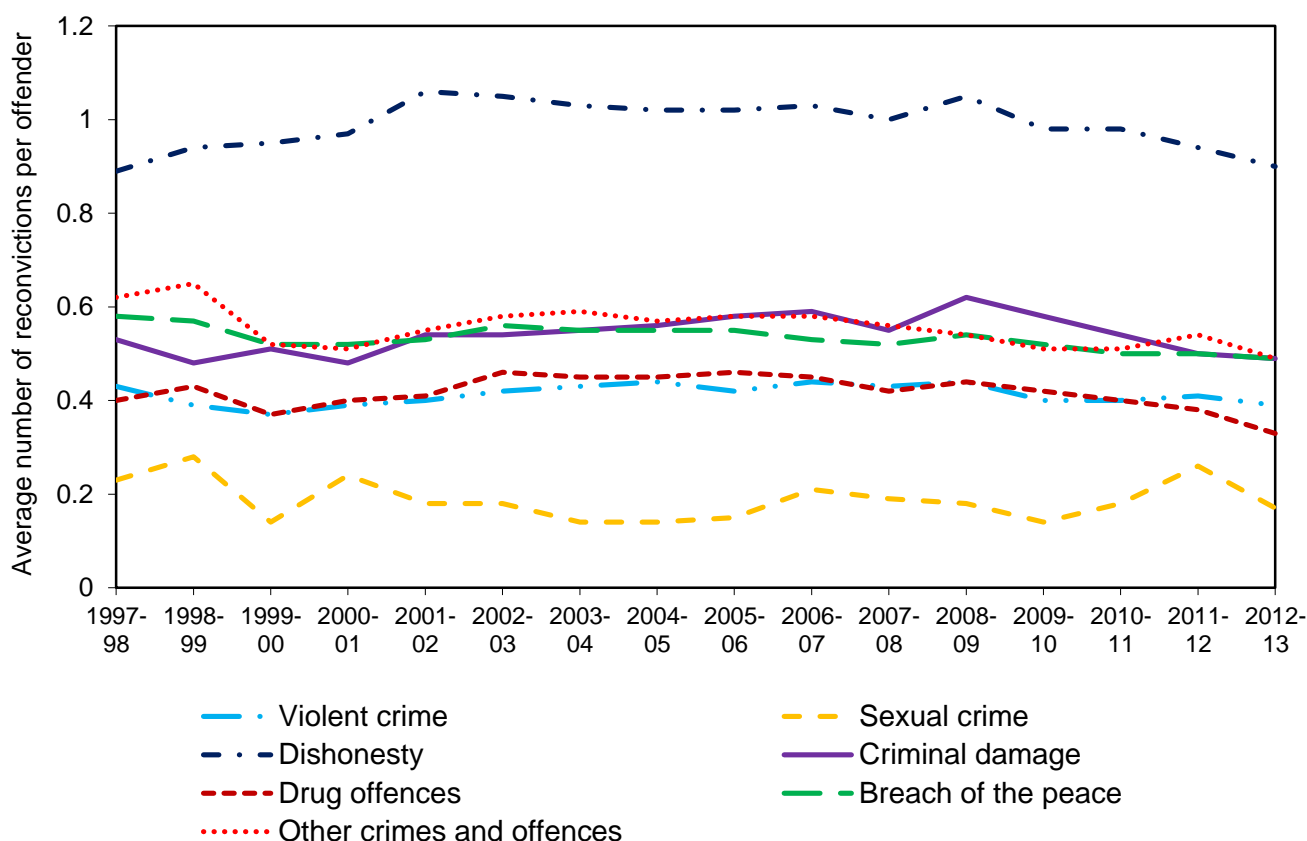
²³ Temporary release includes, day release, special escorted leave, community work placement and home leave.

²⁴ Ash and Biggar (2001) [Recidivism amongst Serious and Violent and Sexual Offenders](#).

²⁵ Scottish Government. Statistical Bulletin, Crime and Justice Series. Reconviction rates in Scotland 2012-13, published 31 March 2015.

²⁶ Index crime. See Glossary.

Exhibit 2: Average number of reconvictions per offender, by index crime: 1997-98 to 2012-13 cohorts



We have extracted elements of the above data in order to demonstrate the reconviction rate of sex offenders in comparison to other offenders. [Exhibit 3]

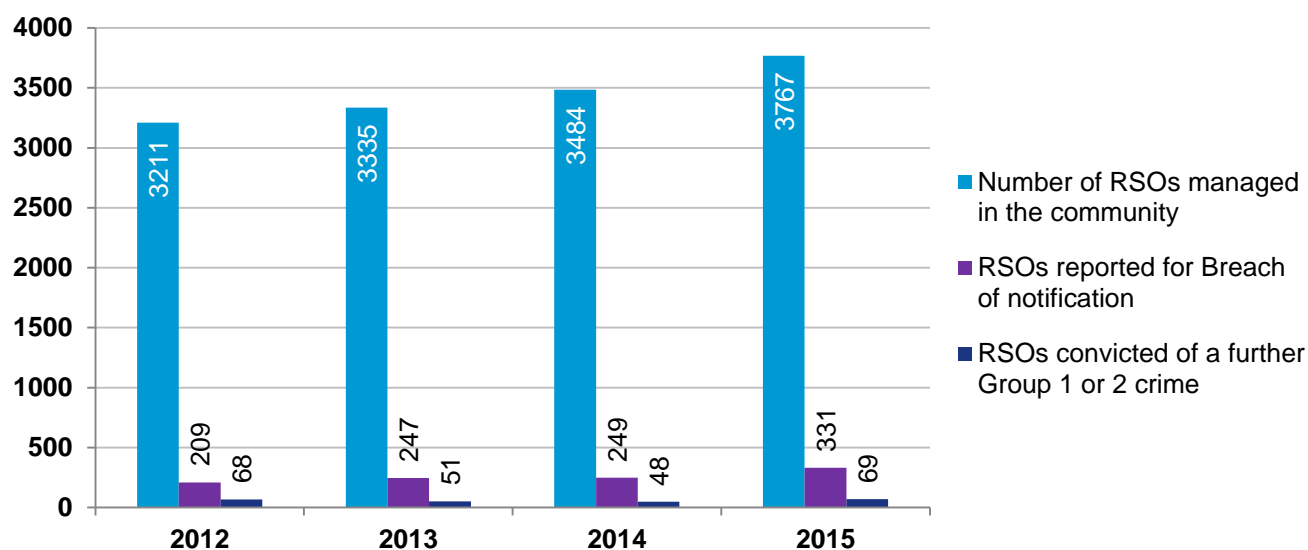
Exhibit 3: Average number of reconvictions per offender, by index crime: 2010 - 13

Index crime	Number of offenders	Reconviction rate	Average number of reconvictions per offender
Violent crime			
2012-13	12386	24.0	0.39
2011-12	13530	24.6	0.41
2010-11	13516	24.7	0.40
Sexual crime			
2012-13	624	12.2	0.17
2011-12	521	12.9	0.26
2010-11	478	11.9	0.18
Dishonesty			
2012-13	8000	41.3	0.90
2011-12	8742	42.3	0.94
2010-11	9122	43.5	0.98

In March 2015 there were 3767 registered sex offenders being managed in the community [Exhibit 4] of which 8.8% (331) had been reported for breach of notification requirements. These offences primarily relate to failing to notify the police of a change in personal circumstances and not the commission of a further serious offence. The monitoring and management arrangements that are in place, including proactive management and partnership working, have enabled the Responsible Authorities to identify a breach in notification and respond accordingly.

Exhibit 4 also indicates that 1.8% (69) of registered sex offenders had been convicted of a further serious Group 1 or Group 2 crime.²⁷ We note that the manner in which the data was collected does not differentiate between Group 1 or Group 2 crimes. Better collection and analysis of data would provide clearer reconviction data to support strategic planning.

Exhibit 4: Number of registered sex offenders in the community 2012 - 15 including breach of notification and conviction for a further Group 1 or 2 crime²⁸



It is clear therefore that when a registered sex offender comes to the attention of the police for further offending, for the vast majority it is in relation to their failure to comply with the conditions of the notification process as opposed to the commission of a further serious offence.

MAPPA activities and the work of Responsible Authorities cannot entirely eliminate risk. Analysis of sex offender conviction data indicates that on average, the likelihood of sexual recidivism²⁹ is low, and in general, this risk declines over time. However, in the case of more serious sex offenders, including those subject to indefinite notification periods, whilst the risk of repeat sex offending is very low, the risk of reoffending does not fall significantly over time and never reaches zero.³⁰

Outcomes for, and impact on, those people subject to MAPPA

When a registered sex offender is released from prison it is a requirement for Responsible Authorities to assess the proposed address as part of risk management planning. This can prove to be challenging given the sensitivity that exists around this subject and the identification and availability of housing for registered sex offenders which requires significant co-operation across agencies to ensure that they are housed appropriately. We discuss this issue further in chapter 2.

²⁷ Crime group descriptors. See Glossary.

²⁸ Scottish Government Strategic Oversight Group annual reports. Snap shot data on 31 March each year.

²⁹ Sexual crimes excluding offences relating to prostitution.

³⁰ Scottish Government. Statistical Bulletin, Crime and Justice Series. Reconviction rates in Scotland 2012-13, published 31 March 2015.

Practitioners told us of their belief that the majority of registered sex offenders following conviction and release from prison return to their home address or to their original community. To examine the type and geographical location of the accommodation provision for registered sex offenders, both pre and post release, we carried out a review of all registered sex offenders released from prison during a two year period between 1 January 2013 and 31 December 2014.

We found that there was a wide geographic coverage with registered sex offenders being housed across Strategic Oversight Group areas. Environmental Risk Assessments (ERA) had been completed in all cases in respect of the post release address. Within the period reviewed, 86% of sex offenders released returned to the same type of housing following imprisonment³¹ and 73% returned to the same or a neighbouring community, confirming what practitioners told us.

We found that MAPPA is well-established and Responsible Authorities have robust arrangements in place to manage registered sex offenders through dedicated offender management teams, joint working, information sharing and the completion of collaborative risk assessments and risk management plans. This approach contributes to a reduction in the potential risk of serious harm by registered sex offenders in communities. We are confident that MAPPA is working effectively and as a result makes a critical contribution to the management of risk and public protection.

In this thematic review, we also set out to assess the impact of MAPPA on registered sex offenders and the extent to which the arrangements improve outcomes for them, in helping them manage their behaviour.

Individuals who commit sexually motivated offences do not form a homogenous group and come from all walks of life, age ranges and ethnic groups. They include individuals who pose a low risk of reconviction and others who require intensive supervision and monitoring to ensure that communities are protected. The MAPPA risk management structure is based on the principle that individuals should be managed at the lowest MAPPA level commensurate with the level of risk posed.³² MAPPA includes three levels at which risk is assessed and managed:

- Level 1: routine risk management
- Level 2: multi-agency risk management
- Level 3: Multi Agency Public Protection Panels (MAPPP)

The number of registered sex offenders is collated annually in a published report by each Strategic Oversight Group and statistics are provided to the Scottish Government. The Scottish Government MAPPA Annual Overview Report 2015³³ records 4,787 registered sex offenders in Scotland with the management levels shown at [Exhibit 5].

Exhibit 5: Total number of registered sex offenders and management levels in Scotland. March 2015

Registered sex offenders in Scotland 2015	MAPPA management levels
4544	Level 1
234	Level 2
9	Level 3
4787	

Many of the registered sex offenders whose cases we reviewed had complex needs which required innovative responses from Responsible Authorities and their duty to co-operate partners. All cases reviewed contained evidence of completed risk assessments, risk management plans and each case had a Violent and Sex Offender Register (ViSOR) record. During our observation of

³¹ Housing type: Council to Council, Registered Social Landlord to Registered Social Landlord, Owner Occupier to Owner Occupier, Private Landlord to Private Landlord.

³² [MAPPA National Guidance \(2014\)](#).

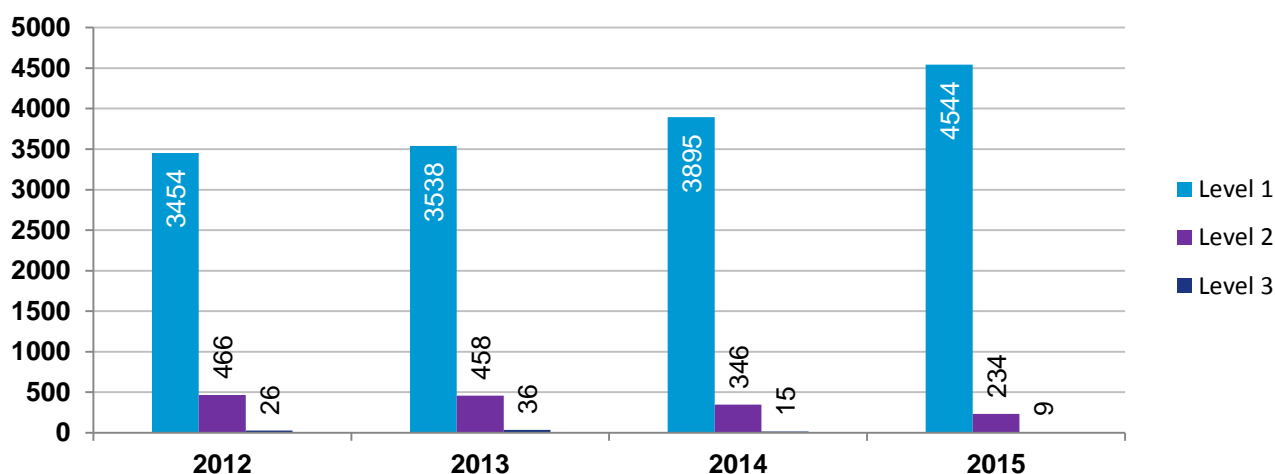
³³ Scottish Government, [MAPPA Annual Overview Report 2015](#).

MAPPA meetings we saw that staff were considering victim impact issues, community and offender needs consistently.

The majority of registered sex offenders are being managed appropriately at risk management Level 1, the lowest defensible level of management, and are being integrated into communities. The number of individuals being managed at Level 2 on a multi-agency risk management basis has steadily decreased over time as a result of Responsible Authorities' increased knowledge, skills and ability to assess and manage risk.

The number of registered sex offenders who pose the most serious or imminent risk of reoffending, or who have complex risk management plans as a consequence of a high degree of public or media scrutiny and therefore managed at Level 3 remains low, reducing each year [Exhibit 6]. This indicates that the principle of managing individuals at the lowest defensible level is being maintained, with expensive multi-agency resources being utilised to manage those who pose the greatest risk of serious harm.

Exhibit 6: Number of registered sex offenders by level of management 2012 -15



Offenders were provided with appropriate information which explained the requirements of the notification process. There was clear indication of positive outcomes being achieved for individual offenders. This is evidenced by the high level of compliance with and completion of statutory supervision and notification; the reduction in risk level over the course of the supervision period; good access to offender programmes and increased stability as a result of community integration.

Impact on staff

A major strength of MAPPA is the purposeful engagement of front line staff and managers. Practitioners indicated that arrangements are in place to ensure that they receive appropriate training to undertake duties, principally in the assessment and management of risk which has improved their skills and confidence. We saw evidence of strong front line engagement between police Offender Management Units and Criminal Justice Social Work teams.

Managers are aware of the impact that working in this area may have on staff and there was evidence of support, advice and guidance being provided as necessary. Staff confirmed that they have access to helpful welfare arrangements if required. We were impressed by a clear culture of mutual respect and understanding across Responsible Authorities and the extent to which staff demonstrated their commitment to the delivery of MAPPA. Practitioners viewed working within MAPPA as being a safe and supportive environment in which to undertake this challenging work.

Chapter 2 Delivery of services

- Nationally adopted risk assessment tools are used effectively and in accordance with MAPPA National Guidance (2014), Standards and Guidelines for Risk Management and FRAME principles, standards and practice process.
- The introduction of the housing Sex Offender Liaison Officer role as part of MAPPA has strengthened the assessment and planning for sex offender accommodation.
- All Strategic Oversight Group areas have an Environmental Risk Assessment (ERA) process in place as required by national guidance. There is effective communication and strong relationships between offender management staff, Criminal Justice Social Work and housing Sex Offender Liaison Officers in the delivery of these assessments.
- The increasing number of registered sex offenders managed at Level 1 can in part be attributed to an increase in convictions for internet offending and increased reporting of sexual crimes.
- MAPPA Level 2 meetings are well planned and meaningful however, we identified areas for development which, if actioned, could improve the overall efficiency of the process.
- Offenders who pose a significant risk of potentially causing serious harm, appropriately receive a more intensive level of multi-agency management at Level 3. Meetings are carried out to a very high standard and commensurate with the level of risk posed.
- The statistics which have been gathered and outlined within MAPPA annual reports indicate that the number of individuals convicted of sexual offences and subject of the sex offender notification requirements continue to show a gradual but steady increase.
- There is widespread consensus that posting of self-generated indecent images on social media networks by young people, known as 'sexting', has become a common phenomenon across the country.

The aim of MAPPA is to strengthen the ways in which staff across services work together to manage risks presented by registered sex offenders. Key MAPPA processes include:

- identification of convicted offenders who may pose a risk of harm
- assessment of the nature and extent of the risk posed
- planning for and managing the identified risk which effectively protects victims, communities and reduces further harm.

Identification and notification

The term 'sex offender' relates to a person who is convicted of an offence listed in Schedule 3 to the Sexual Offences Act 2003.³⁴ Following conviction, all sex offenders automatically become subject to the sex offender notification requirements (SONR) as set out in Part 2 of the Sexual Offences Act 2003 including those made subject to a Sexual Offences Prevention Order³⁵ or convicted of a breach of a Risk of Sexual Harm Order.³⁶ The number of offenders identified and subsequently subject to the SONR continues to increase.

³⁴ [Sexual Offences Act 2003](#).

³⁵ Sexual Offences Prevention Order. See Glossary.

³⁶ Risk of Sexual Harm Order. See Glossary.

Assessment of the nature and extent of the risk posed

The cases reviewed demonstrated comprehensive application of nationally adopted risk assessment tools in accordance with MAPPA National Guidance (2014), Standards and Guidelines for Risk Management and FRAME. However, there were a small number of cases where Stable and Acute 2007 (SA07)³⁷ assessments had not been updated as required. [Responsible Authorities should ensure that all Stable and Acute 2007 assessments are current and updated in accordance with national guidance and circulars. \(Area for development 1\)](#)

In support of MAPPA, a National Accommodation Strategy for Sex Offenders in Scotland (NASSO) was introduced in 2007 and required Criminal Justice Social Work and police to undertake an address profile or 'scan' in partnership with the housing Sex Offender Liaison Officers (SOLO) as part of risk management activities. The introduction of the housing SOLO as part of MAPPA and the operational practices demonstrated by staff strengthened the process of assessment and planning for sex offender accommodation. The role of the housing SOLO is a cornerstone of MAPPA and we support the continuation of this arrangement.

The NASSO Guidance was revised in 2012³⁸ and introduced the term Environmental Risk Assessment (ERA). The purpose of the ERA is to gather information and to use it to make an assessment of the accommodation identified and its appropriateness for an individual registered sex offender managed at either MAPPA Levels 2 or 3. The guidance also advises that the lead Responsible Authority should consider the need for an ERA for offenders managed at MAPPA Level 1 based on set criteria.

We found that all Strategic Oversight Group areas had an appropriate ERA process in place and there was effective communication and strong relationships between Offender Management Unit staff, Criminal Justice Social Work and the housing SOLO in the delivery of the ERA. However, a key challenge for these officers is managing the demand for temporary accommodation when a registered sex offender is made homeless or released from prison at short notice balanced with the availability of suitable housing.

We found a number of strengths within the ERA process. It promotes a high level of collaboration between agencies and is clearly improving risk management plans. Visiting proposed tenancies and carrying out checks on police and Local Authority information systems, albeit data systems vary, is a robust approach in managing the potential risks posed by offenders.

A Significant Case Review published in 2013³⁹ recommended that Police Scotland have an audit process in place to enable an annual environmental scan for all addresses occupied by every registered sex offender they manage in the community. Police Scotland carried out an internal review of the ERA process across policing and identified inconsistencies in their use of the ERA. A national policy designed to provide clarity and to ensure consistent practice by police was introduced with limited consultation with Criminal Justice Social Work partners. We found that while Police Scotland delivered the change in the ERA process through centralised oversight, the ability of Criminal Justice Social Work staff and housing SOLO's to deliver with the same level of consistency across all local authorities was inhibited by the lack of a collaborative plan for implementation.

This has resulted in different approaches being applied with some areas using component parts of both the 2007 and 2012 guidance, resulting in inefficient duplication of activities. With the continued increase in the number of registered sex offenders becoming subject to MAPPA and in

³⁷ Stable and Acute 2007 (SA07). See Glossary.

³⁸ [National Accommodation Strategy for Sex Offenders in Scotland 2012.](#)

³⁹ [MAPPA Significant Case Review \(2013\).](#)

order to improve overall efficiency, key partners need to ensure that the ERA is proportionate with the risk posed by an individual offender and consistently delivered across the country. The Scottish Government and Responsible Authorities should work together to produce additional guidance on the parameters and minimum practice standards for conducting an ERA, ensuring these are sustainable, proportionate and workable.

Recommendation 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.

Internet Offending

With the rapid growth in the use of the internet and expansion of social media, this provides a platform for sex offenders to pursue the sexual abuse of children and young people. As there is no single offence that covers all aspects of internet offending and as the term is open to interpretation, we have focused on a number of offences as shown at [Appendix Three](#) that include online child sexual exploitation, possession of and distribution of indecent images of children, on-line grooming and 'live' streaming.

Since 2013, Police Scotland has proactively raised and responded to a number of intelligence reports including information provided by the National Crime Agency CEOP (Child Exploitation and Online Protection) Command that have led to the detection of 679 individuals for internet related offences with cases being progressed through the criminal justice system.⁴⁰ The data shown at [\[Exhibit 7\]](#) is an indicator of the number of offenders convicted in the past three years of internet related offences; an increase of 109% between 2012-13 and 2014-15.

Exhibit 7: Number of offenders convicted for internet related offences 2012-15. Source: ViSOR National Systems Support

Legislation	Offenders Convicted		
	2012-13	2013-14	2014-15
The Civic Government (Scotland) Act Section 51(a)	27	80	101
The Civic Government (Scotland) Act Section 52 (1) and 52 A(1)	202	308	387
The Protection of Children and Prevention of Sexual Offences (Scotland) Act Sections 1,9 and 10	16	21	22
The Sexual Offences (Scotland) Act 2009, Sections 26 and 36	7	11	17
Totals	252	420	527

The increased identification of internet offenders provides an opportunity to minimise the risk of further harm as result of the screening processes that are provided by the Protection of Vulnerable Groups (Scotland) Act 2007,⁴¹ and the Keeping Children Safe community disclosure scheme.⁴² The latter enables parents, carers and guardians to enquire as to whether or not people who have access to their children have convictions for child sex offences.

⁴⁰ Information provided by Police Scotland 2015.

⁴¹ [Disclosure Scotland](#).

⁴² [Keeping Children Safe](#).

It has been reported that internet offenders present a relatively low risk of reoffending compared to contact sex offenders.⁴³ However, there is limited research in this area of offending and studies present differing findings. Practitioners found the process of assessing the potential risk that an internet offender poses of committing a contact offence particularly challenging and lacked confidence in this area. Although a range of guidance is available in terms of risk assessment standards and principles, there are no nationally adopted risk assessment tools for those who commit internet related offences. The provision of further guidance would strengthen the assessment process and enable Responsible Authorities to deploy resources more efficiently and proportionately with the level of risk posed by an offender. Notwithstanding the gap in guidance we saw robust risk management plans in place to manage such offenders.

Recommendation 2

Scottish Government in partnership with the Risk Management Authority and Responsible Authorities should provide additional guidance to enable staff to better assess the risk posed by internet offenders.

Police Scotland and Criminal Justice Social Work staff are trained to undertake their role in offender management. Police Scotland have access to field search software required to scrutinise media devices used by some offenders necessary to monitor compliance with licence conditions. However, such equipment is not available within Criminal Justice Social Work teams and there is a reliance on police to undertake this activity on their behalf.

Practitioners expressed concern at the growing number of internet offenders and the challenge this posed in terms of management and risk assessment. Staff indicated that they would benefit from greater access to such equipment supported by a code of practice to enable them to proactively determine whether or not a registered sex offender has accessed the internet in breach of licence conditions and / or commission of a further offence.

Recommendation 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 internet provides both anonymity and distance to an offender and understanding the scale of the threat remains challenging. We recognise that police continue to develop their approach to victim identification, investigative strategies and the detection of internet sex offenders.

The National Crime Agency CEOP Command estimate that during 2012 there were around 50,000 individuals in the United Kingdom involved in downloading and sharing indecent images of children⁴⁴ and that the proliferation of indecent images of children and online child sexual exploitation remains of serious concern.⁴⁵

As public confidence grows in reporting sexual crimes including internet offending and coupled with the technical and specialist developments by police it is likely that there will be an increased number of investigations, detections and prosecutions which may present a challenge to the capacity of agencies responsible for sex offender management.

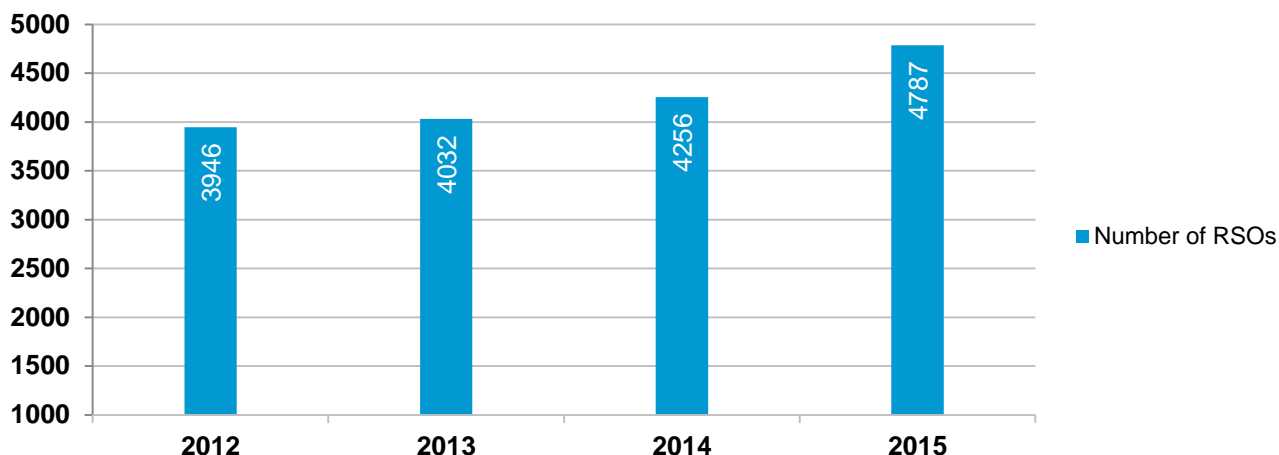
⁴³ Seto, M. (2014) [Internet-Facilitated Sexual Offending](#).

⁴⁴ [Threat Assessment of Child Sexual Exploitation and Abuse, June 2013](#).

⁴⁵ National Strategic Assessment of Serious and Organised Crime 2015 published 23 June 2015.

The statistics which have been gathered and outlined within MAPPA annual reports, indicate that the number of individuals convicted of sex offences and subject of the sex offender notification requirements continue to show a gradual but steady increase. [Exhibit 8] To ensure that multi-agency public protection arrangements remain effective there is a requirement to scope future demand. We discuss this further at chapter 4.

Exhibit 8: Number of registered sex offenders in Scotland 2012 - 15



Female sex offenders

Whilst females consistently make up less than 1% of registered sex offenders, there are particular complexities involved in assessing risks and needs. The lack of a nationally adopted risk assessment model for females who sexually offend was identified as an area of concern by practitioners who stated that they would benefit from access to additional guidance in assessing the risk posed by female sex offenders. Whilst we did see practitioners adopting a pragmatic approach using available tools as a guide and accessing research to support their professional judgement, a gap remains. We encourage Responsible Authorities to explore best practice approaches to ensure that staff are equipped to assess the risks and needs of female sex offenders. (Area for development 2)

Young people

The majority of young people in Scotland involved in offending behaviour are dealt with by the Children’s Hearing system, which provides an integrated approach to addressing risks and needs. A minority of young people aged between 16 and 18 years who are involved in sexual offending will be processed through the criminal courts and become subject to supervision and monitoring under MAPPA. Analysis of the available statistics indicates that in 2015 there were 15 young people⁴⁶ subject to MAPPA in Scotland.

The guidance and standards for the assessment and management of young people who commit sex offences is contained within FRAME guidance.⁴⁷ One of the principal assessment instruments used to consider the level of risk posed by this category of young people is the AIM2⁴⁸ framework, which is outlined within the Risk Management Authority (RMA) Rated⁴⁹ manual. While we saw evidence that this was being used well to assess risks and needs of the small number of young people managed within MAPPA there was a lack of knowledge and confidence among some members of staff in dealing with this aspect. Therefore, 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. (Area for development 3)

⁴⁶ Strategic Oversight Group MAPPA annual reports 2015.

⁴⁷ RMA (2014) Framework for Risk Assessment Management and Evaluation (FRAME) for Local Authorities and partners - For Children and Young People under 18. Edinburgh: Scottish Government.

⁴⁸ Assessment, Intervention and Moving on Project, Version 2. G-MAP (2012).

⁴⁹ RMA (2012) RATED: Risk Assessment Tools Evaluation Directory.

We noted good examples of MAPPA reviews managing the transition of young people who pose a risk of sexually harmful behaviour from youth to adult services by ensuring that all relevant risk management information was shared and that relevant staff were in attendance.

During our review we established that the posting of self-generated indecent images on social media networks by young people (sexting), was common practice across the country. This trend is supported by research that indicates that 44% of British girls aged 13-17 years have sent indecent images of themselves and that sexting is now considered a way of life by some young people.⁵⁰ The National Crime Agency CEOP Command report that the majority of this imagery has been freely produced by young adolescents and did not involve coercive or exploitative conduct by an adult.⁵¹ However, many young people may not recognise that they are being coerced or exploited due the anonymity provided by the internet. The scale of the problem could increase the vulnerability of young people at risk of exploitation and potentially result in them becoming subject of criminal justice processes including offender management.

Recommendation 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.

Planning for and managing the identified risk

MAPPA National Guidance (2014), along with FRAME outline the standards and practice process relevant to undertaking MAPPA review meetings for managing offenders at Level 2 and Level 3. The overarching principles are that the risk assessment and risk management plans must be defensible, proportionate, evidence-based and collaborative.

The primary function of MAPPA is to share information to review the risk of serious harm and establish agreement regarding the development and implementation of a risk management plan. MAPPA members also make decisions to address any obstacles to the delivery of the plan and consider whether the MAPPA level should increase or decrease depending on the risk assessment.

Level 3

The number of registered sex offenders managed at Level 3 has been consistently low. [Exhibit 6] During this thematic review we attended and observed all Level 3 meetings across Scotland⁵² and found that offenders who posed a significant risk of potentially causing serious harm received an appropriately more intensive level of multi-agency management. We are confident that Level 3 meetings were being carried out to a very high standard and were commensurate with the level of risk posed.

Level 2

The MAPPA chair plays a crucial role in ensuring that all participants are fully engaged and that relevant information is considered so that a consensus on the management of risk can be reached. We found Level 2 management arrangements to be robust, the chairing of MAPPA meetings effective and that MAPPA chairs demonstrated decision making in a consistent manner.

⁵⁰ Research conducted by [Bristol University](#).

⁵¹ [Threat Assessment of Child Sexual Exploitation and Abuse, June 2013](#).

⁵² During the fieldwork stage 3 footprint there were two Level 3 meetings which were observed by the review team. Appendix One.

Whilst overall, MAPPA meetings were well planned and effective, we identified a number of areas for development which, if addressed, could improve the efficiency of the process. These are shown below as (Area for development 4) and include the following:

- Attendance at MAPPA meetings by the agencies which are required to attend was of a good standard and representatives had an appropriate level of seniority and ability to make decisions. The Scottish Prison Service (SPS) routinely attend MAPPA Level 3 meetings. While there is no requirement for the SPS to attend Level 2 meetings, as outlined within the MAPPA National Guidance (2014), it is evident that there were some cases where SPS attendance and contribution would be beneficial to the risk management process. MAPPA chairs should have the mandated authority to decide in advance which agencies should be in attendance at Level 2 meetings based on the circumstances of each case.
- MAPPA chairs need to ensure that all participants make a contribution to meetings and are held to account for the successful completion of allocated tasks. Where MAPPA actions are recorded as 'done' or 'on-going' there is a need for the provision of more detail by participants and scrutiny by the chair.
- While we found that most MAPPA documentation was of a good standard, in a few areas MAPPA minutes were of poor quality, difficult to follow and the rationale for decisions not clearly recorded. Minutes should better reflect the decisions made particularly when the level of risk management is changed.
- Whilst some areas share pre-information reports,⁵³ as required by guidance, which is designed to avoid lengthy repetition of discussion during the MAPPA meetings we found that this was not the case across all areas. This meant that some MAPPA meetings were excessively long. MAPPA chairs should ensure that pre-meeting information is used more efficiently in order to avoid unnecessary repetition during MAPPA meetings.
- The majority of MAPPA reviews demonstrated a high standard of information sharing, as well as clear evidence of joint working and shared responsibility. While risk assessments were robust, MAPPA chairs should ensure that risk factors identified during assessment are clearly linked to a corresponding action outlined within risk management plans.
- MAPPA chairs need to maintain and enhance their knowledge and understanding of current MAPPA processes and procedures. We acknowledge that the Scottish Government and the Risk Management Authority are delivering a programme of training and we encourage participation by MAPPA chairs.
- In order to administer the process efficiently, Responsible Authorities are creating agency-specific risk management plans. An unintended consequence is duplication and lack of collective oversight by MAPPA members. Strategic Oversight Groups and MAPPA chairs should ensure that the MAPPA risk management plan is the primary document and accurately reflects all risk management decisions, actions and outcomes.
- In some cases insufficient care was taken in the preparation of reports and we saw the use of 'cut and paste' from previous reports which resulted in the inaccurate transfer of offenders' personal details from one set of forms to another. There is a need for better scrutiny by supervisors to ensure that MAPPA documentation is accurate and that quality assurance processes are in place and working effectively.

⁵³ [MAPPA National Guidance \(2014\)](#).

Level 1

The MAPPA National Guidance (2014) indicates that Level 1 arrangements are considered to be the duty of Responsible Authorities in each area. Our analysis of published Significant Case Reviews (2013) and (2014)⁵⁴ highlighted that the development of more specific guidance in relation to the management of registered sex offenders at Level 1 should be introduced.

Whilst the arrangements put in place by Strategic Oversight Groups and Responsible Authorities to manage offenders at Level 1 were robust and contributed to community safety, it was evident that the lack of guidance has resulted in variable and inconsistent practice across Responsible Authorities. In some areas the arrangements had become overly bureaucratic, resource-intensive and therefore impracticable. We could see that structures and arrangements differed considerably across Strategic Oversight Group areas. While this, in itself, did not pose a risk to the management of registered sex offenders in the community, it highlighted that there are efficiencies to be made through adopting a more proportionate and consistent approach.

Throughout the course of this thematic review, practitioners consistently called for better guidance to create parity in arrangements between areas. The Risk Management Authority is working closely with the Scottish Government and Police Scotland on the development of a practice model to support police offender management staff in the management of MAPPA Level 1 offenders. While this is a positive development, we encourage the inclusion of statutory cases that are managed at Level 1, on a multi-agency basis, to enable a more consistent approach across agencies.

Recommendation 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.

Access to appropriate services and intervention

Strategic Oversight Groups have well-established arrangements in place for the provision of therapeutic intervention programmes for registered sex offenders. Evaluation of the various types of programme or the different models for delivery that exist, including the provision of these services through dedicated Criminal Justice Social Work teams, is outside the scope of this review. Nonetheless, we did examine the availability of programmes to support and facilitate change in the behaviour of registered sex offenders and the reduction of risk of further offending.

Moving Forward: Making Changes

The primary intervention approach for registered sex offenders in Scotland is Moving Forward: Making Changes (MF: MC). It is an accredited programme developed by the Scottish Government and the Scottish Prison Service for the treatment of adult male offenders⁵⁵ who have been assessed as posing a medium and above risk of reoffending through the application of risk assessment tools including Stable and Acute 2007, RM2000⁵⁶ and LS/CMI.⁵⁷ It is delivered both within prison and in the community and uses the latest research, evidence and practice to work with registered sex offenders to reduce the likelihood of reoffending and to increase opportunities to build a productive life that does not involve harming others. This is an area of good practice and the specialist teams, projects and individuals involved in the delivery of this work are making a valuable contribution to multi-agency public protection arrangements.

⁵⁴ [MAPPA Significant Case Review \(2013\)](#) and [MAPPA Significant Case Review \(2014\)](#).

⁵⁵ MF:MC has been designed for males who have been convicted of a sexual offence or non-sexual offence that contains a sexual element, Scottish Government 2015.

⁵⁶ RM2000 – Risk Matrix 2000. See Glossary.

⁵⁷ Level of Service/Case Management Inventory (2004). Andrews, D., Bonta, J. & Wormith, J.S: Canada.

Whilst MF: MC can include some individuals convicted of internet sex offences, most will fall below the criteria outlined within the MF: MC assessment manual and will not be included. Such offenders will continue to be managed and monitored under MAPPA.

Whilst the management arrangements in place were effective it was evident that there was limited focus on diversionary approaches with internet offenders. 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. (Area for development 5)

Chapter 3 Management

- Robust operational structures are in place to manage multi-agency public protection arrangements. There is close and purposeful working by members of the strategic and operational management groups, who demonstrated strengths in the development of planning, policy and operational delivery of MAPPA.
- Police Scotland's National Offender Management Unit conduct a structured audit of processes, procedures and recording practices. Having a centralised audit function to support local delivery is helpful in supporting a consistent approach to offender management across the country.
- Robust arrangements are in place to ensure that practitioners receive the required training to undertake their duties, principally in the assessment and management of risk.
- Staff are confident in their role in offender management and the use of nationally adopted assessment tools but require additional guidance in the assessment of the risk that internet offenders may pose of further offending.
- MAPPA has transformed relationships and partnership working between Responsible Authorities. It has played a crucial role in cementing particularly strong and effective joint working between Police Scotland and Criminal Justice Social Work.
- MAPPA Co-ordinators play a key role in public protection arrangements, undertaking a wide range of important duties. However, given the demands that are placed on Co-ordinators there is a need to review the role and function in preparation for the MAPPA extension.

Operational and strategic planning arrangements

Strategic Oversight Groups

Strategic Oversight Groups were established to oversee the performance management and quality of local MAPPA operations. This arrangement was introduced in response to the inspection report entitled 'Assessing and managing offenders who present a high risk of serious harm'.⁵⁸

Strategic Oversight Group membership comprises senior representatives from the Responsible Authorities and duty to co-operate agencies. Chairs are experienced practitioners with a senior social work or police background. [Exhibit 9] We noted robust operational structures in place and they demonstrated strengths in the development of planning, policy and operational delivery of MAPPA.

⁵⁸ Social Work Inspection Agency (SWIA), HMICS and HMIPS Report 'Assessing and managing offenders who present a high risk of serious harm' 2009. Recommendation 19.

Exhibit 9: Strategic Oversight Groups -Chairs as at June 2015

Strategic Oversight Group Area	Chair
Fife	Independent Chair
South West Scotland	Police Scotland
Edinburgh, the Lothians and Scottish Borders	Social Work Services
Forth Valley	Police Scotland
Glasgow	Social Work Services
North Strathclyde	Social Work Services
Tayside	Social Work Services
Lanarkshire	Police Scotland
Northern	Police Scotland

The management of registered sex offenders should not sit in isolation from the wider approach to public protection and we saw a variety of operational arrangements across the country designed to incorporate the role of the Strategic Oversight Group with Child Protection Committees and Adult Protection Committees. Building on existing frameworks, *Strategic Oversight Groups should ensure that MAPPA forms part of an integrated public protection strategy.* (Area for development 6)

Performance management and quality assurance

Strategic Oversight Groups are responsible for performance monitoring and quality assurance of MAPPA, ensuring that organisations are working together effectively to reduce risk. In compliance with the MAPPA National Guidance (2014) we saw a range of performance data⁵⁹ collected and scrutinised by the Strategic Oversight Groups including the number of registered sex offenders being managed in the area and management levels. We also noted that regular updates on performance were provided to elected members and community planning partnerships on MAPPA.

Strategic Oversight Groups undertake a range of operational audits which have supported and improved the delivery of key services and enhanced partnership working. These include performance reviews and audits of case files and risk management plans. MAPPA Co-ordinators also collate statistics relating to registered sex offenders which are published in MAPPA annual reports which provide information on the number of registered sex offenders and their risk management levels within each Strategic Oversight Group area.

Police Scotland was formally established on 1 April 2013 bringing together eight legacy police forces. Tackling sexual crime and the sexual abuse and exploitation of children and people at risk of harm remains a priority for policing in Scotland.⁶⁰ We found that the introduction of a single police service has resulted in a more clearly defined public protection structure with each local policing division having an Offender Management Unit with dedicated officers working in partnership through MAPPA to manage registered sex offenders.

The local policing arrangements are supported by a National Offender Management Unit (NOMU) that provides centralised functions that were previously delivered by each of the eight legacy police force areas. This includes an audit and governance team carrying out audits across all 14 divisional Offender Management Units.

⁵⁹ 90% of Level 3 cases reviewed no less than once every 6 weeks; 85% of Level 2 cases reviewed no less than every 12 weeks; disclosure to be considered and decision recorded in Level 2 and Level 3 minutes; total number of registered sex offenders (RSO) being managed at Level 2 and Level 3 in the community; total number of RSO being managed at all Levels in the community; total number of restricted patients Level 2 and Level 3 meetings; total number of restricted patients being managed in the community; new referrals being managed at Level 2 and Level 3 in the community and the number wanted / missing RSO.

⁶⁰ Police Scotland, [Annual Police Plan 2015-16](#).

Whilst we noted that Strategic Oversight Groups and the National Offender Management Unit had a structured audit of process in place, self-assessment is at an early stage and requires continued attention. Building on this foundation there is an opportunity for Strategic Oversight Groups and Responsible Authorities to [develop and implement a more structured approach to self-assessment](#). (Area for development 7)

Staff training, development and support

MAPPA Operational Groups

To support delivery of MAPPA, Strategic Oversight Groups established multi-agency management groups. These are often referred to as MAPPA Operational Groups however other nomenclature is used. The operational groups have responsibility for ensuring that MAPPA operates effectively within their area. While the structure of these groups varies across the country we have found the groups to be well-established and effective.

Staff commented that MAPPA Operational Groups provided clear operational direction. However, in light of emerging trends such as the ageing population of registered sex offenders and internet offending they were less clear on the future direction of MAPPA. [Strategic Oversight Groups should introduce a mechanism which ensures that staff from Responsible Authorities are provided with key information regarding the strategic direction of MAPPA and have an opportunity to contribute to organisational development](#). (Area for development 8)

Scottish Government and the Risk Management Authority, in preparation for the MAPPA extension, is providing additional training to police and Criminal Justice Social Work staff in the assessment of the risk of serious harm posed by some offenders. We recognise that multi-agency training is seen as positive by staff and is a particular strength where this has taken place. Understanding each other's role in the delivery of MAPPA provides a level of confidence that enhances partnership working. [Strategic Oversight Groups should explore additional opportunities for the delivery of multi-agency training](#). (Area for development 9)

Partnership working

There was consensus among staff at all levels that MAPPA has transformed partnership working between Responsible Authorities and that relationships are particularly strong between Police Scotland and Criminal Justice Social Work. [We found evidence of strong local engagement where co-location of staff responsible for delivery of MAPPA was established, providing an enriched understanding of roles, responsibilities and enhanced partnership working](#). (Area for development 10)

Duty to Co-operate Agencies

Information sharing is an essential component of MAPPA and the 2005 Act places a requirement on Responsible Authorities to act in co-operation with agencies specified by Scottish Ministers known as the Duty to Co-operate (DTC).⁶¹ The DTC is reciprocal, requiring two-way co-operation and information exchange between Responsible Authorities and DTC agencies. The DTC persons or bodies in Scotland include registered social landlords, third sector agencies and the Children's Reporter.

Registered Social Landlords

Housing Sex Offender Liaison Officers commented that the effective management of registered sex offenders is enhanced by close working relationships and meaningful information sharing arrangements between housing providers, including registered social landlords (RSL), and Responsible Authorities which enhances risk management planning and public safety.

⁶¹ Duty to Co-operate (DTC). See Glossary.

It was evident that there is inconsistency in the degree to which RSLs, who provide accommodation to registered sex offenders, are signed up to Information Sharing Protocols. This has resulted in a lack of clarity among some RSLs regarding the parameters of information sharing and maintaining required standards of confidentiality. [It is essential that Strategic Oversight Groups review Information Sharing Protocols to ensure that Registered Social Landlords are clear on their responsibilities and have signed relevant agreements. \(Area for development 11\)](#)

A small number of community based housing associations have declined to provide accommodation for registered sex offenders and to sign Information Sharing Protocols. We understand the nature of the challenges that exist in housing a registered sex offender in a small community which may have influenced this position. However, the risk of not sharing information about registered sex offenders has the potential to undermine risk assessment and risk management planning. We acknowledge the continued dialogue between the Strategic Oversight Group and community based housing associations to progress this matter.

Health Boards

Health Boards and Special Health Boards are Responsible Authorities in relation to restricted patients. They are a Duty to Co-operate partner in respect of registered sex offenders. We reviewed the case records of two restricted patients who had been the subject of conditional discharge and integrated into the community whilst subject to the sex offender notification requirements.⁶² Although the sample size was small these records provided an opportunity to review the processes as required in the MAPPA national guidance. We found that the required risk assessments had been undertaken and that a comprehensive risk management plan had been developed and implemented. These documents, as well as a record of contact visits by police and other agencies, were recorded appropriately on ViSOR. From the documentation reviewed, it was evident that in both instances there was effective multi-agency working to support the safe reintegration of both restricted patients into the community.

Attendance at MAPPA meetings by NHS staff is strong in some Strategic Oversight Group areas but inconsistent in others. Some areas had a nominated and integrated single point of contact for all MAPPA related matters which effectively supported the process of information sharing and risk management planning. Where specialist consultancy is available from health services such as the Sex Offender Liaison Service (SOLS) to inform MAPPA decisions, this strengthens risk management planning.

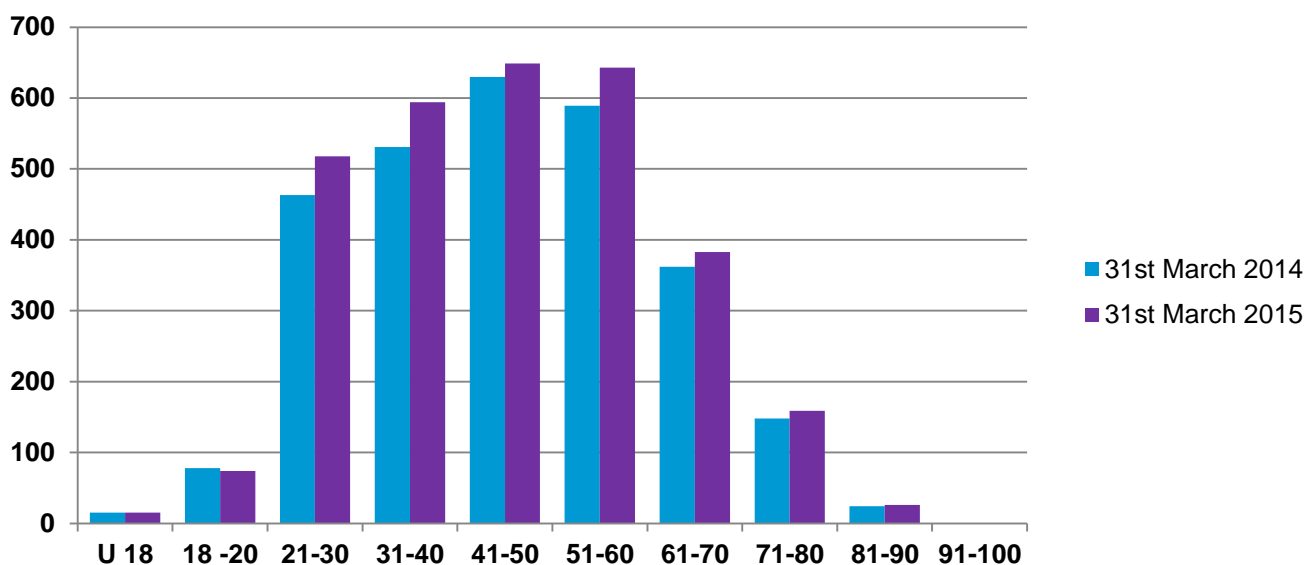
To reduce the inconsistent level of service provided by NHS, a more efficient process to support staff to attend MAPPA meetings is required in order to enhance information sharing and contribute to the risk management process. [Where the NHS had an integrated single point of contact at the Strategic Oversight Group for all MAPPA related matters, we saw enhanced information exchange which had a positive impact on risk management planning. \(Area for development 12\)](#)

With the projected ageing population of registered sex offenders [\[Exhibit 10\]](#) which may increase demand on the NHS and other care services, including the potential for offenders to be resident in care settings, NHS staff would benefit from additional knowledge and understanding of the complexities around MAPPA. [Strategic Oversight Groups and NHS should deliver additional introductory level training for health and care staff. \(Area for development 13\)](#)

There is no single recipe for delivery of this specific area for development. We encourage Strategic Oversight Groups to engage with key partners to gain an insight into the potential challenges that may exist and the opportunities to deliver this area for development through a structured training needs analysis.

⁶² Between the period 2013 -15 two restricted patients subject to the notification requirements were subject of conditional discharge.

Exhibit 10: Registered sex offenders by age 2014-15⁶³



Since 2011, Police Scotland has seconded a police officer to the Mental Health Division within the Scottish Government to manage ViSOR on behalf of Health Boards in relation to restricted patients. During our review, Police Scotland indicated that this arrangement was unlikely to continue in the long term with the seconded officer being redeployed. To maintain continuity of approach in the use of ViSOR for restricted patients by the Scottish Government restricted patients team, Health Boards should ensure that there is an appropriate long term arrangement in place to maintain compliance with ViSOR standards. (Area for development 14)

Scottish Prison Service

The Scottish Prison Service (SPS) acts as the lead Responsible Authority for all registered sex offenders whilst in custody and during periods of temporary release. Sex offenders are subject to the Enhanced Integrated Case management⁶⁴ process whereby professionals meet together within a prison establishment with the prisoner, in order to review progress and prepare plans for progression and future release.

We reviewed 20% of all case records of registered sex offenders released from custody in the past two years to evaluate the quality of the risk assessment, risk management plans and multi-agency engagement. We found that the majority of records reviewed were fully compliant with MAPPA national guidance. All of the cases reviewed contained a risk management plan which demonstrated that robust monitoring and supervision arrangements had been agreed. It was evident that Responsible Authorities were working effectively together in the preparation and planning for the release of registered sex offenders.

MAPPA National Guidance (2014) states that the lead Responsible Authority with knowledge of the relevant offender must make a notification to the relevant MAPPA Co-ordinator. We found that in the majority of cases the police led in terms of notification at the point of conviction to ensure that there was early visibility of the offender through ViSOR. We recognise that this practice is working well and contributes to public safety.

⁶³ The data shown is collected from Strategic Oversight Group annual reports. The collection process varies across the country and should not be regarded as a definitive picture of registered sex offender numbers. Exhibit 8 reflects the numbers across Scotland.

⁶⁴ Integrated Case Management is a process where the Scottish Prison Service work closely with other agencies to prepare for prisoner release.

The SPS did not as a matter of routine record notifications, referrals and relevant dates on ViSOR and in most cases this activity was also undertaken by police. However, analysis of current cases on ViSOR has shown an improvement in this area by SPS which is attributed to the fact that there is an increased awareness as well as the number of staff who are able to access ViSOR. [The SPS should monitor and maintain the continued improvement in the use of ViSOR. \(Area for development 15\)](#)

The Parole Board directs the release of offenders in cases where the level and nature of risk is deemed to be manageable in the community. This is based on risk assessment and risk management plans provided to them. The Parole Board has no role in risk management planning and no role in MAPPA.

The key dates for release are the parole qualifying date and the earliest date of liberation⁶⁵ and these are maintained by the SPS. The dates are provided to the MAPPA Co-ordinator and the Responsible Authorities as soon as practicable to enable forward planning. We found strong evidence that the SPS held pre-release case conferences to establish the offender's continued level of risk and the level of multi-agency management required upon release. In the majority of cases examined, community based social work was in attendance at the pre-release meeting.

The release of a registered sex offender into the community remains highly emotive and often attracts media attention potentially impacting on risk management plans. Early notification of the release date of a registered sex offender into the community enables Responsible Authorities to ensure that the risk management plans reflect current risk and needs. Where there is short notice of the release of a registered sex offender by the SPS to Responsible Authorities this can impact on the time available to Responsible Authorities to re-evaluate risk management plans prior to release.

It is the role of Responsible Authorities to put in place risk management plans without unnecessary delay before the SPS implement the Parole Board decision to release a sex offender. The Parole Board recognise that there is a need to balance the right of the offender to prompt release with the competing rights of victims and public protection. The Parole Board do not direct the timing of release which they state must be intimated and executed without unnecessary delay. A short delay in the process to ensure that release arrangements designed to manage risk are in place is considered unobjectionable by the Parole Board.

During our review we found some misunderstanding of the process that relates to the immediate release of a registered sex offender. The MAPPA national guidance advises MAPPA members not to engage directly with the Parole Board instead, contact should be via reports provided by the Criminal Justice Social Work supervising officer. This approach does not support a helpful understanding of the release process.

To ensure that there is an appropriate level of knowledge and understanding of the procedures in place for the release of a registered sex offender into the community we suggest that an awareness session for those tasked with MAPPA and offender release would be beneficial. [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. \(Area for Development 16\)](#)

Third sector agencies

We engaged with third sector agencies which provide practical and emotional support to victims. We also engaged with agencies which provide services to sex offenders in order to reduce their likelihood of offending.

⁶⁵ Parole Qualifying date: the half-way point of a sentence when a prisoner serving a sentence of 4 years or more is eligible for parole. Earliest date of liberation is when an offender reaches the 2/3rd point of their sentence and is subject of statutory release on licence.

Victim Support Scotland

Victim Support Scotland⁶⁶ is an independent agency which offers support to all people affected by crime on a free and confidential basis. Victim Support Scotland is supportive of MAPPA and has representation on some of the Strategic Oversight Groups. Their involvement adds a useful victim perspective in planning for the delivery of services. The level of involvement is not consistent across Strategic Oversight Group areas but while Victim Support Scotland value the opportunity to contribute as an organisation, they have limited resources to engage consistently on a local area basis across the country. To maximise the wider understanding of victim impact issues and support service planning, [engagement with victim support services could be further improved through their involvement with Strategic Oversight Group chairs at a national level.](#) (Area for development 17)

SACRO

SACRO⁶⁷ is a Scottish Third Sector organisation which works to create safer and more cohesive communities across Scotland. During our stakeholder engagement SACRO commented that MAPPA provides a platform for information-sharing and confidentiality and since its introduction has been positive in contributing towards public protection.

Stop it Now! Scotland

Stop it Now! Scotland⁶⁸ 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.

The involvement of third sector agencies in MAPPA provides an additional opportunity for information sharing, the provision of services for victims and offenders to address risks and needs, which supports the risk management process.

Management of resources

MAPPA Co-ordinators have a key role in the efficient and effective delivery of MAPPA and provide a single point of contact for advice on all MAPPA related matters particularly to the Strategic Oversight Group and individual Responsible Authorities. They also carry out a quality assurance role predominately for Level 2 and Level 3 managed cases.

While many of the core tasks undertaken by Co-ordinators remains consistent across the country we found that the role differs in some aspects. This includes the chairing of MAPPA meetings and assigning risk and management levels. These activities are not compatible with national guidance.

Given the demands that are placed on MAPPA Co-ordinators, including undertaking activities out with the original remit, there is a need to review the existing role and function to meet the challenges of the MAPPA extension.

Recommendation 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.

⁶⁶ [Victim Support Scotland.](#)

⁶⁷ [SACRO.](#)

⁶⁸ [Stop It Now! Scotland.](#)

To assist in the management of registered sex offenders, Police Scotland introduced a resource model of 1:25 ratio (1 manager to 25 offenders) to provide a consistent approach to offender management. Whilst this model was a useful approach in the initial days of police reform and provided a platform to make operational decisions around the best use of resources, feedback from staff suggested that the long term approach is not sustainable as a result of the complexity of individual cases, the geographical challenges and the predicted increase in the number of Level 1 registered sex offenders as shown at [Exhibit 6]. Police Scotland have indicated that they shall continue to review resource management in order to ensure flexibility. This is an area that remains of interest to HMICS and we may return to the resource allocation model to establish that flexibility is delivered.

Violent and Sex Offender Register (ViSOR)

The recording and sharing of information about individuals who have been identified as posing a risk of serious harm to the public remains fundamental to the effective and efficient delivery of MAPPA. The names of sex offenders subject to notification requirements are placed on the Violent and Sex Offender Register (ViSOR).

ViSOR is a secure central web-enabled, national system, accessible over the Criminal Justice extranet. ViSOR is owned and managed by the Home Office Police ICT Company Directorate. Police Scotland National Systems Support (NSS), funded by the Scottish Government, facilitate and support access to ViSOR by Responsible Authorities in Scotland.

ViSOR holds details of registered sexual offenders and facilitates the sharing of information including, risk assessment and risk management plans on individual offenders across Responsible Authorities in Scotland. The ViSOR database is also used by all police forces in the United Kingdom as well as a number of other agencies. The benefits of ViSOR usage are provided in the examples shown below.

ViSOR Example 1

A registered sex offender informed Police Scotland that he had relocated from England to Scotland and wished to register a new home address. Enquiry through ViSOR established that the individual had failed to notify the offender management team in England that he had relocated to Scotland and was in breach of notification requirements.

The registered sex offender was returned to England and action taken in response to the breach of notification.

ViSOR Example 2

A Children and Families Social Worker contacted the local Offender Management Unit about a male who was suspected of being a registered sex offender who had recently arrived in the area and had access to a vulnerable woman and her children.

A search of ViSOR identified that the individual was the subject of a sexual offences prevention order in Northern Ireland. The use of ViSOR removed the need for protracted cross jurisdiction enquiries enabling offender management teams to react quickly to the risk posed.

During our review we examined 10% of all ViSOR records. In each record reviewed there was evidence of a completed risk assessment and risk management plan. The majority of registered sex offenders are managed by Police Scotland at Level 1 using ViSOR as the primary database and there was a consistently high level of use and compliance with the national ViSOR standards by Police Scotland.

Where an offender has been released on licence or community supervision, Criminal Justice Social Work (CJSW) will manage that person using a number of datasets including ViSOR. We established that ViSOR was not being fully utilised by CJSW and we noted local arrangements where police supervisors provided a considerable level of support by routinely updating ViSOR on behalf of CJSW. Whilst this day to day engagement between police Offender Management Units and CJSW supported the exchange of information and contributed to risk management planning, the over reliance on police to update ViSOR on behalf of CJSW was reminiscent of the 2009 inspection⁶⁹ where we commented that there was a requirement to address the reasons underlying the poor use of the ViSOR database by agencies other than police.

We investigated this position further and held a special focus group with key stakeholders involved in the delivery of ViSOR in Scotland. This identified three key themes (security, accessibility and vetting of staff) that inhibited full exploitation of ViSOR by CJSW.

- **Security:** Terminals remain stand-alone and located in a secure setting with key pad entry. Access tokens to facilitate user log on are often secured in a separate area. Whilst we recognise the need for proportionate security, the current arrangements are not conducive to an effective and efficient working environment.
- **Accessibility:** The ViSOR system remains incompatible with other Criminal Justice Social Work data systems.
- **Vetting:** In 2011 Non Police Personnel Vetting (NPPV2) was introduced as the national standard required for access to ViSOR. There is ambiguity around the purpose of vetting and consequently resistance from some Local Authority areas to increase the level of vetting for staff. Each Local Authority is responsible for individual decisions on vetting and it is clear that there is no consistency in terms of vetting across the country.

Since the 2009 inspection, we established that there were signs of improvement with an increased number of ViSOR terminals available to CJSW which has supported data input. Scottish Government funding also enabled CJSW to address the issue of double / triple keying by enabling secure email to be used to enable cut and paste information from Local Authority case recording systems to ViSOR. However, CJSW are not fully utilising the system with an over reliance on the relationship with Police Scotland to manage data on their behalf. This position is likely to undermine their ability to meet their expected role in relation to the MAPPA extension.

A working group led by the Scottish Government comprising key stakeholders has met to discuss the issues and a number of potential solutions to overcome existing barriers have been identified. This now requires a strong commitment and decisive leadership to develop and deliver an action plan for the effective and efficient usage of ViSOR by CJSW. Despite the barriers listed creative solutions can be found, however, we do not believe that Responsible Authorities can do this on their own. Rather, it will require leadership by the Scottish Government and meaningful joint working with Responsible Authorities.

Recommendation 7

Scottish Government should 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.

⁶⁹ Social Work Inspection Agency (SWIA), HMICS and HMIPS Report 'Assessing and managing offenders who present a high risk of serious harm' 2009. Recommendation 11.

Chapter 4 Leadership

- Strategic leaders and managers provide clear operational direction and encourage a supportive and positive culture of joint working arrangements in the management of registered sex offenders.
- There are clear governance structures in place for the delivery of MAPPA through well-established strategic oversight and operational groups.
- Whilst planning to address emerging issues at a local level is effective, there is a need for a robust national governance structure to prepare and plan for existing and future cross-cutting issues likely to impact on MAPPA in Scotland.

Vision, values and culture

The vision and values of Strategic Oversight Groups are derived from the contribution of constituent agencies and is implicit within strategic plans. We met with all nine strategic groups and noted the articulation of a clear vision for the delivery of services with the aim of reducing the risk of harm posed by registered sex offenders and prioritising community safety. It was evident however that Strategic Oversight Groups could make better use of available data⁷⁰ on the nature and pattern of offending in order to plan more effectively for the long term delivery of services.

The strong values of the Responsible Authorities were evident through our observation of MAPPA review meetings, the review of case records and direct contact with staff in focus groups. Strategic leaders provided clear operational direction to staff and encouraged a positive culture of partnership working which is ably supported by joint working arrangements and information sharing processes which have enhanced offender management.

Leadership and governance of strategy and direction

There are clear governance structures in place with well-established Strategic Oversight Groups and MAPPA Operational Groups. We are confident that they are following the Principles of Good Governance Standard for Public Services,⁷¹ demonstrating clear focus on purpose and outcomes for the public and service users.

The MAPPA Operational Groups are responsible for the delivery of key services relating to MAPPA. We found that MAPPA meetings were appropriately multi-agency in nature and well managed. In some areas a sub-group structure was established in order to support the work of the Strategic Oversight Group. This has had a positive impact on the development of operational practice and delivery of priorities.

The management of MAPPA offenders requires effective partnership between all agencies and we found that across Strategic Oversight Group areas, a variety of productive practice including highlighting MAPPA annual reports, the use of web sites to inform the public and positive engagement with elected members through presentations and sharing of management and performance data.

⁷⁰ Data sets include: ViSOR, LS/CMI and the Criminal History System (CHS).

⁷¹ The Good Governance Standard for Public Services, CIPFA Scotland, the Chartered Institute of Public Finance and Accountancy.

The management of sex offenders in the community remains a sensitive and emotive subject and public perception can be influenced by social media campaigns which may impact negatively on offender management and on public reassurance. As yet, there is no national overarching communications strategy to raise awareness of MAPPA in Scotland and ownership rests with individual Strategic Oversight Groups and Responsible Authorities. Strategic Oversight Groups have found the requirement to increase public awareness of the management of offenders subject to MAPPA challenging and sought guidance on the best approach to raise awareness without raising fear and concern.

Police Scotland's public facing website is used to publish statistical data on registered sex offenders including the numbers wanted or missing which contributes to raising awareness.⁷² This approach has led to an improvement in the visibility of information for the public and may have been a contributory factor in a reduction in the number of Freedom of Information requests, received and processed by Police Scotland regarding the management of registered sex offenders.

Strategic Oversight Groups would welcome the opportunity to develop, in partnership with the Scottish Government, key messages that balance the rights of the victim, communities and registered sex offenders with the facts which highlight MAPPA's contribution to keeping people safe. With the planned implementation of the Community Justice Bill, which has a focus on managing offenders in the community and the extension of MAPPA to include other offenders who pose a risk of serious harm, there is an opportunity to do this in a coherent and inclusive manner.

Recommendation 8

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.

MAPPA National Strategic Group

Strategic Oversight Groups have identified emerging issues potentially impacting on the future delivery of MAPPA including; the use of the Environmental Risk Assessment for all offenders, the increase in identification and conviction of internet offenders, the ageing population of registered sex offenders and the potential impact on health and care services. Whilst we saw robust planning at a local level to address emerging issues, there was a requirement for a more cohesive response across the country to strategic planning.

The National Strategic Group comprising the Scottish Government (Public Protection Unit), Strategic Oversight Groups chairs, Police Scotland and the Scottish Prison Service, meet on a quarterly basis to provide national oversight of MAPPA. While effective in the delivery of operational matters, it is less effective in progressing national cross-cutting issues; a position strongly commented on by practitioners. There is little evidence that the National Strategic Group has had the required level of mandate to drive change at a national level.

With the continued development in approach to encourage the reporting of sexual crime and the techniques to identify and detect sex offenders it is our assessment that the trend of an annual increase in the number of offenders subject to MAPPA is unlikely to change in the foreseeable future. Combined with the change in offender behavior (internet offending) and the ageing population of sex offenders, there is a need to understand the emerging nature and scale of sex offending in Scotland to better inform future planning arrangements.

Building upon the multi-agency approach that first introduced MAPPA there is an opportunity for the Scottish Government to lead and facilitate the future policy and strategic framework for the cross-cutting issues outlined in our report ensuring that MAPPA remains effective and efficient.

⁷² Police Scotland, [National Offender Management Unit](#).

Recommendation 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.

Under the Management of Offenders etc. (Scotland) Act 2005, Community Justice Authorities [Appendix Five] have responsibility for the disbursement and monitoring of funds provided by Scottish Ministers for community based Criminal Justice Social Work services. The introduction of the Community Justice (Scotland) Bill⁷³ will result in the dissolution of the Community Justice Authorities. However, the Bill will not repeal Section 11 of the 2005 Act, merely removing reference to the CJA. During the transition period between the dissolution of the CJA and establishment of new arrangements, we consider that maintaining the Strategic Oversight Group structure will provide a recognised platform for partnership engagement across Responsible Authorities, supporting continuity of service delivery and minimising the risk of dilution of existing multi-agency public protection arrangements.

Learning from Significant Case Reviews

A second question which the review sought to answer was: *how effective are the MAPPA Significant Case Review (SCR) processes including the arrangements that are in place to promote organisational learning and development across the Responsible Authorities?*

The MAPPA National Guidance (2014) advises that each Strategic Oversight Group must have a process to examine incidents⁷⁴ which may lead to an SCR. Where there has been an incident and the circumstances appear to meet the criteria, an initial case review (ICR) will be commissioned by the Strategic Oversight Group chair. We found that Strategic Oversight Groups demonstrated clear and collaborative processes for the commissioning of an ICR. Following completion of an ICR the Strategic Oversight Group decide on whether or not to proceed to an SCR, based on criteria laid out in the guidance.

We examined all SCRs published since 2007 and found inconsistencies in approach, style and content. This is attributed to the lack of clear guidance available at that time. However, we recognise that the current guidance⁷⁵ provides a much clearer structure for commissioning and completing SCRs. It should be noted that at the time of our fieldwork no SCRs had been published since the introduction of the 2014 guidance.

The overarching themes emerging from our scrutiny of the SCRs related to issues about communication and information sharing, aspects of risk assessment, risk management, staff training and the use of ViSOR. We recognise that since publication of these reviews, the Scottish Government, Responsible Authorities and other relevant agencies, including the Risk Management Authority, have made progress in relation to the issues identified and have implemented a range of actions which have resulted in improvements in risk assessment and risk management including the introduction of FRAME and the LS/CMI risk assessment instrument.

Strategic Oversight Groups have responsibility for implementing the recommendations emanating from their own SCR and we saw good structures in place to record, monitor and review delivery of actions locally including lessons learned.

⁷³ [Community Justice \(Scotland\) Bill 2015](#).

⁷⁴ When an offender managed under MAPPA is charged with a serious crime or offence; when significant concern has been raised in respect of the management of a registered sex offender under MAPPA; when a registered sex offender has been killed or seriously injured as a result of their status.

⁷⁵ [MAPPA National Guidance \(2014\)](#).

The MAPPA National Strategic Group provides a forum for Strategic Oversight Group chairs to identify good practice. We saw members raising and discussing matters and cascading lessons learned from SCRs through local arrangements. However, we established that there is no comprehensive means to share learning emanating from an ICR, which may have national relevance, across Responsible Authorities which we consider to be a gap in the process.

There are clear structures in place for sharing lessons learned from significant case reviews relating to children and young people⁷⁶ and there is an opportunity to take cognisance of this approach to further develop the process for MAPPA ICR and SCR to maximise learning and development across Responsible Authorities.

Scottish Government in partnership with Responsible Authorities should develop a structured and standardised processes to maximise the learning and development emanating from both Initial Case Reviews and Significant Case Reviews.

Recommendation 10

Scottish Government in partnership with Responsible Authorities should develop and introduce a structured and standardised processes to maximise the learning and development emanating from both Initial Case Reviews and Significant Case Reviews.

⁷⁶ Scottish Government, [National Guidance for Child Protection Committees, Conducting a Significant Case Review](#).

Conclusion

We recognise that the challenges in managing registered sex offenders are often complex and that risk can never be eradicated. MAPPA is well-established across the country and we saw professionals working effectively on a day to day basis to protect communities from harm through shared responsibility and good information exchange.

From our evidence, Responsible Authorities adhere to the statutory requirements and effectively discharge their duties under the 2005 Act, thus contributing to National Outcome 9: *We live our lives safe from crime, disorder and danger.*

Appendix One: Methodology

The Management of Offenders etc.(Scotland) Act 2005 Act sets out three broad categories of offender who can be subject to MAPPA:

Category One: Offenders subject to the Sex Offender Notification Requirements

Category Two: Violent offenders

Category Three: Other offenders⁷⁷

This joint review focused on Category One offenders subject to the statutory notification process. To ensure that the joint thematic review was integrated, co-ordinated and improvement led, a MAPPA Review Programme Board was established. The Board, jointly chaired by HMICS and the Care Inspectorate, included senior representatives from Her Majesty's Inspectorate of Prisons for Scotland, Police Scotland, the Scottish Prison Service, Social Work Scotland, Community Justice Authorities, Healthcare Improvement Scotland and the Scottish Government. The joint thematic review of MAPPA in Scotland was delivered over six stages.

Stage One: Design and planning

A MAPPA Review Reference Group⁷⁸ was also established to support the Review team in the development of scrutiny tools and processes. Inspired by the Quality Scotland Public Sector Improvement Framework, a MAPPA Quality Indicator Framework (QIF) was designed which is shown at [Exhibit 11](#) below and supported a consistent and objective approach to our work.

Exhibit 11: MAPPA Quality Indicator Framework

What key outcomes have we achieved?	How good is our delivery of services?	How good is our management?	How good is our leadership?
1. Key performance outcomes	3. Delivery of key processes	4. Policy, service development and planning	7. Leadership and direction
1.1 Adherence to statutory duties	3.1 Identification and notification	4.1 Operational and strategic planning arrangements	7.1 Vision, values and culture
1.2 Adherence to national guidance	3.2 Assessing risk and need	4.2 Performance management and quality assurance	7.2 Leadership and governance of strategy and direction
1.3 Outcomes for communities	3.3 Planning for and managing risk	4.3 Improvement through self-evaluation	7.3 Leadership of people
2. Impact	3.4 Access to appropriate services and intervention	5. Management and support of staff	7.4 Leadership of change and improvement
2.1 Impact on communities	3.5 Effective multi-agency working	5.1 Staff training, development and support	8. Capacity for improvement
2.2 Impact on those subject to MAPPA		5.2 Staff deployment and team work	
2.3. Impact on staff		6. Partnership and resources	8.2 Organisational learning and development across responsible authorities
		6.1 Partnership working	
		6.2 Management of resources	
		6.3 Information systems and data management	

⁷⁷ The MAPPA Extension programme extends MAPPA beyond registered sex offenders and includes those offenders assessed as posing a risk of serious harm and are outwith the scope of this joint thematic review.

⁷⁸ A Short Life Working Group (SLWG) was initially created to support the development of the review tools and methodology. Once achieved the SLWG evolved to a Reference Group.

Stage Two: Desk top analysis October 2014 – March 2015

Desk top activity included document review of legislation, national guidance, current research, MAPPA annual reports and scanning of media and other public documents. We carried out a review of findings from the six published Significant Case Reviews, undertaken since the commencement of MAPPA in 2007 to identify cross-cutting themes.

A Position Statement aligned to the MAPPA Quality Indicator Framework was completed by each Strategic Oversight Group and used to determine the current position in relation to MAPPA including areas of good practice and areas for development.

A quantitative review was also undertaken of 10% (362) of records held on the Violent and Sex Offender Register (ViSOR) which then informed our selection of case records for qualitative review.

Stage Three: Fieldwork 30 March – 30 June 2015 – Exhibit 12

A programme of interviews with staff, management teams and strategic leaders was carried out across all Strategic Oversight Group areas. In addition, a qualitative review of 78 case records was completed which included 20% of registered sex offenders released from custody within the two years prior to January 2015. The review of records relating to those released from custody was undertaken in collaboration with Her Majesty's Inspectorate of Prisons for Scotland.

Overall, the records reviewed were selected from Level 1 and Level 2 cases albeit some of the Level 2 cases had been reduced to Level 1 at the commencement of fieldwork. The Review team also examined the process regarding the conditional discharge of restricted patients subject to the notification requirements into the community. During fieldwork we undertook 76 focus groups and engaged with over 500 members of staff involved in the delivery of MAPPA in Scotland.

We observed 17 MAPPA review meetings being undertaken across the country which related to the review of 45 cases from all three management levels. This included the observation of all Level 3 reviews held between March - June 2015.

Exhibit 12: MAPPA Joint review stage 3 fieldwork footprint

Strategic Oversight Group area	Dates
Fife	30 March - 1 April The initial fieldwork methodology was tested during the review stage in the Fife Strategic Oversight Group area.
South West Scotland	20 - 24 April Following lessons learned from Fife the methodology was adjusted and successfully used during the fieldwork stage for South West Scotland Strategic Oversight Group area.
Edinburgh, the Lothians and Scottish Borders	5 - 8 May
Forth Valley	11 - 14 May
Glasgow	18 - 21 May
North Strathclyde	25 - 28 May
Tayside	8 - 11 June
Lanarkshire	15 - 19 June
Northern	22 - 25 June

During the review we met with representatives of Registered Social Landlords through focus groups and with housing Sex Offender Liaison Officers providing us with a comprehensive understanding of the challenges that exist in the housing of registered sex offenders.

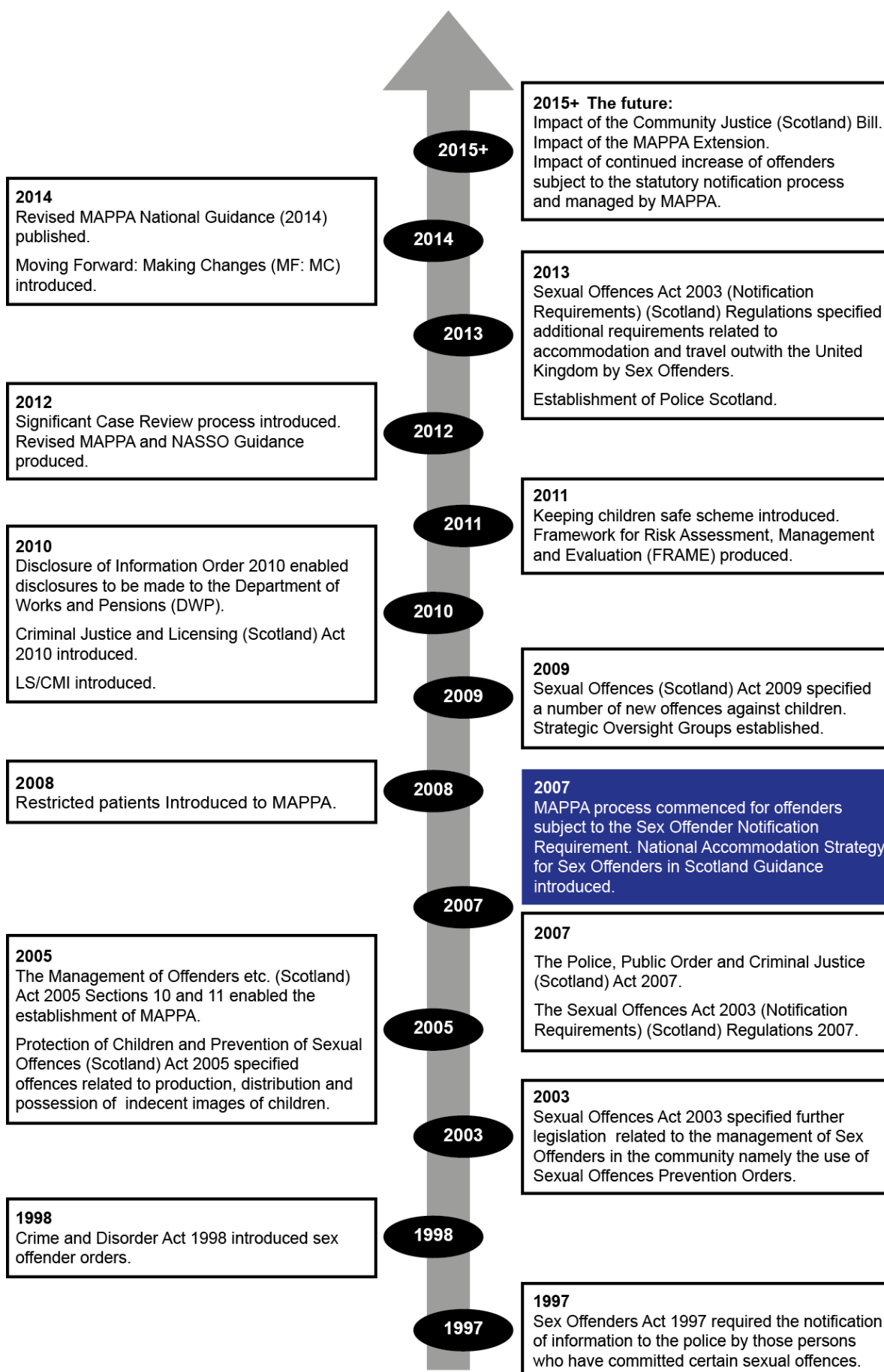
Stage Four: Analysis and stakeholder engagement 1 July – 28 August 2015

During this stage we analysed documents received including fieldwork evidence. A literature review was undertaken and areas for further examination completed including stakeholder engagement.

Stages Five and Six: Report writing and publication 31 August – 26 November 2015

The final stage of the review resulted in the publication of a national report.

Appendix Two: Legislative and policy timeline 1997 - 2015



Appendix Three: Internet related offences

Legislation	Key elements
The Civic Government (Scotland) Act 1982, Sections 52 (1) and 52 A(1).	Possession of indecent photographs of children.
The Criminal Justice and Licensing (Scotland) Act 2010 Section 42 which amended Section 51(a) of the Civic Government (Scotland) Act 1982.	Possession of extreme pornographic and obscene images.
The Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005, Section 1.	Those who groom children (a person under 16 years) for the purposes of carrying out unlawful sexual activity.
The Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005, Sections 9 and 14.	Where the offence(s) involved the use of the internet or had a significant internet element to the offending.
The Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005, Section 16.	Relates to curbing the production, distribution and possession of abusive images.
The Sexual Offences (Scotland) Act 2009, Sections 26 and 36.	Where the offence(s) involved the use of the internet or had a significant internet element to the offending.

Appendix Four: Glossary

ACPO	The Association of Chief Police Officers previously led the development of policing practice for England, Wales and Northern Ireland and was replaced by the National Police Chief's Council in April 2015.
ACPOS	The Association of Chief Police Officers in Scotland was the collective organisation of senior police leadership in Scotland and ceased to exist following the establishment of Police Scotland in April 2013.
ADSW	The Association of Directors of Social Work was the primary leadership organisation for the social work profession in Scotland until it was replaced by Social Work Scotland in June 2014.
CEOP	The National Crime Agency CEOP (Child Exploitation and Online Protection) Command is an organisation which works with key child protection partners across the United Kingdom to identify threats to children and co-ordinate activity.
CJA	Community Justice Authorities are a multi-agency group which provides a co-ordinated and structured approach towards planning and monitoring the delivery of offender services in Scotland.
CJSW	Criminal Justice Social Work services are responsible for the management of offender services within local authorities which includes the assessment and supervision of registered sex offenders subject to statutory supervision in the community.
COG	Chief Officer Groups provide oversight of certain public sector activity related to community planning within each Local Authority area in Scotland.
COPFS	The Crown Office and Procurator Fiscal Service is an agency which provides a prosecution service in Scotland.
CPA	The Care Programme Approach is a process for organising the multi-disciplinary care and treatment of patients with mental health problems.
CPO	A Community Payback Order is a court order designed to ensure offenders payback to society and to particular communities by requiring an offender to make reparation through a range of disposals.
CPP	Community Planning Partnerships are strategic forums which bring together public agencies to work together with the community to plan and deliver better services within local authorities.
CRIME GROUP DESCRIPTORS	Group 1 Crimes of violence Homicide Attempted murder Serious assault Robbery and assault with intent to rob Possession of a firearm with intent to endanger life Group 2 Sexual crimes Rape and attempted rape Sexual assault Crimes associated with prostitution

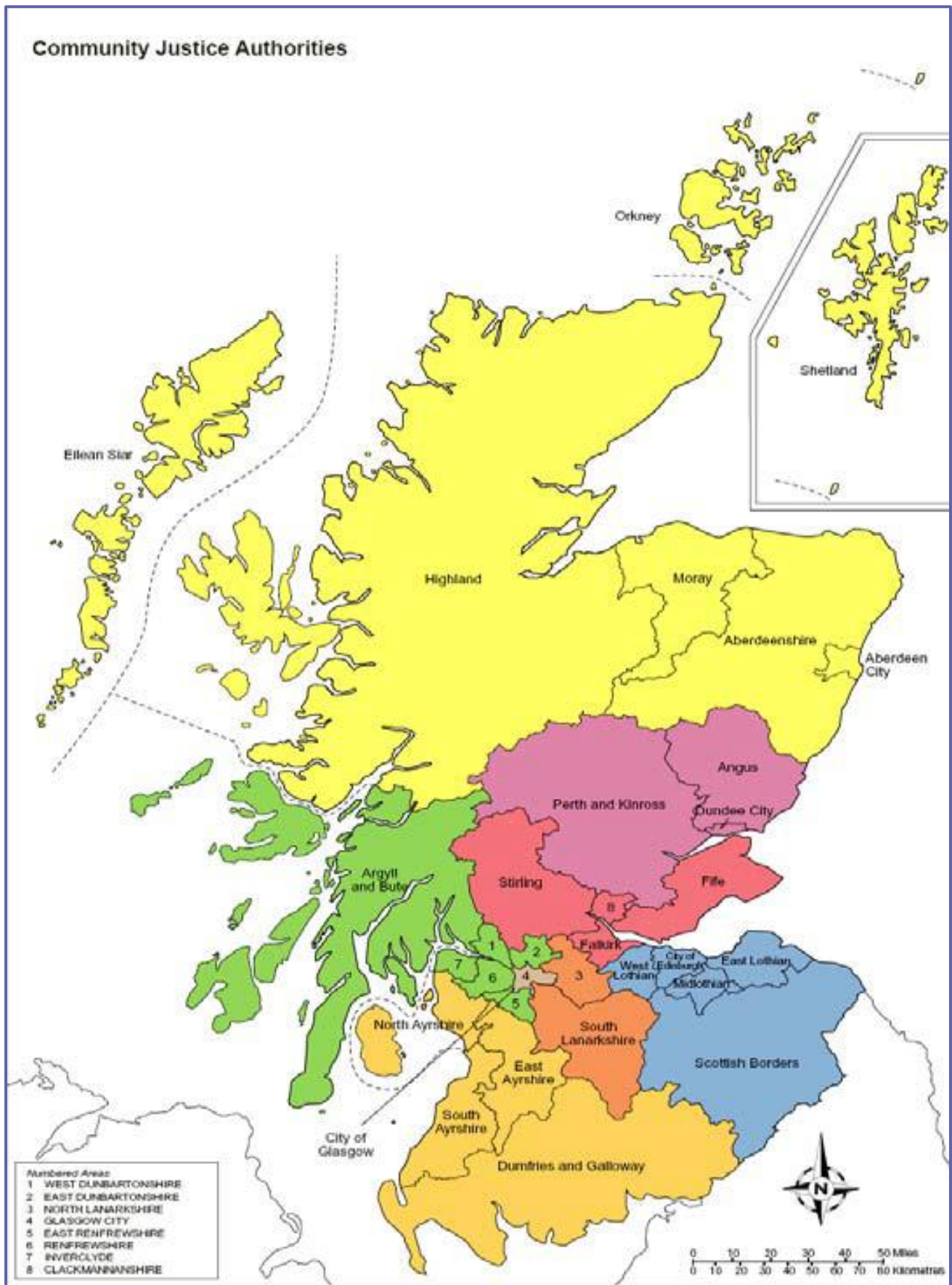
DTC	<p>Duty to Co-operate persons or bodies in Scotland are listed within The Management of Offenders etc. (Scotland) Act 2005 (Specification of Persons) Order 2007. They include registered social landlords, the Principal Reporter to the Children's Panel, electronic monitoring providers, and any persons/organisations providing services to, or on behalf of, a responsible authority in connection with the assessment and management of the risks posed in a relevant area by any person to whom Section 10(1)(a) of the 2005 Act applies.</p> <p>NHS is a DTC partner in respect of registered sex offenders. Health Boards are a Responsible Authority in relation to restricted patients who are subject of the sex offender notification requirements.</p>
DWP	The Department for Work and Pensions is a UK wide public service department responsible for welfare, pensions and child maintenance policy.
ERA	Environmental Risk Assessment is a process used to identify housing related risk and informs decisions on the most suitable accommodation for use by registered sex offenders in order to minimise risk towards the community.
FRAME	FRAME promotes consistent and proportionate practice by proposing a tiered approach in which the same standards, principles and practice process apply, but are delivered proportionate to the risk. 'Active and alert risk management' is the term applied to the approach indicated when managing those who pose a risk of serious harm.
HIS	Healthcare Improvement Scotland is a national healthcare improvement organisation which supports the healthcare priorities of the Scottish Government.
HMICS	Her Majesty's Inspectorate of Constabulary in Scotland has statutory responsibility for inspection of the state, effectiveness and efficiency of Police Scotland and the Scottish Police Authority.
HMIPS	Her Majesty's Inspectorate of Prisons for Scotland is an agency which has responsibility for inspecting prisons in Scotland.
ICM	Integrated Case Management is a management structure used by the Scottish Prison Service and brings together the prisoner and other key staff and agencies to examine the prisoner's progress through custody.
ICR	An initial Case Review is a process which is initiated within MAPPA following receipt of information about a case that meets the criteria for a significant case review.
INDEX CRIME	An index crime is the crime which resulted in an index conviction. The index conviction is the reference conviction which is determined by either the estimated release date for a custodial sentence or the sentence date for non-custodial sentences imposed for the conviction.
ISP	Information Sharing Protocols are documents which set out the principles by which information can be shared between agencies involved in the management of registered sex offenders.

LS/CMI	The Level of Service Case Management Inventory is an assessment tool principally used by Criminal Justice Social Work and prison staff, which measures the risk and need factors of offenders.
MAPPA	Multi-Agency Public Protection Arrangements are a set of arrangements which the police service, Local Authority, prison service, health service and others are statutorily obliged to operate, with the objective of protecting the public from the risks that may be posed by registered sex offenders.
MAPPP	The Multi-Agency Public Protection Panel (MAPPP) has responsibility for the management of offenders who are generally assessed as presenting a high or very high risk of harm within the MAPPA framework.
MFMC	Moving Forward: Making Changes is a therapeutic intervention programme designed for adult males who have been convicted of a sexual offence or non-sexual offence that contains a sexual element.
MOG	MAPPA Operational Groups have responsibility for the operation of MAPPA.
NASSO	The National Accommodation Strategy for Sex Offenders in Scotland is the national framework for housing sex offenders in the community.
NCA	National Crime Agency see CEOP.
NHS	National Health Service.
NOMU	The National Offender Management Unit operates within Police Scotland and provides a governance, audit and compliance role in respect of all areas of offender management.
NSS	The Police Service of Scotland National Systems Support department manage and provide support to all MAPPA Responsible Authorities in the maintenance and use of the ViSOR system.
OMU	An Offender Management Unit is a police team responsible for the on-going management and supervision of registered sex offenders.
PAROLE BOARD	The Parole Board for Scotland is a Tribunal Non-Departmental Public Body whose members are appointed by Scottish Ministers. The Parole Board operates independently from the Scottish Government.
PPU	A Public Protection Unit is a police team that deals with a range of crimes including the investigation of serious sexual offences.
QIF	The Quality Indicator Framework provides a set of key quality indicators which are used to ensure that a consistent methodology is applied in the course of inspection activity.
RA	Responsible Authorities are agencies defined by the Management of Offenders etc. (Scotland) Act 2005 and are Police Scotland, the Local Authority, the Health Board, Special Health Boards and the Scottish Prison Service.

RMA	The Risk Management Authority is a body which exists to provide a centre of best practice in risk assessment and management, promoting excellence and regulating the delivery of services to help manage and minimise the risk of serious harm caused by sexual and violent offenders.
RM2000	Risk Matrix 2000 is an actuarial risk assessment tool applied to men aged 18 years and over convicted of sexual offences and is used by trained professionals to assess the risk of reconviction.
ROSH	A Risk of Sexual Harm Order is an order which places restrictions and obligations on someone who is behaving in such a way to suggest that they pose a risk of sexual harm to a particular child or to children generally.
RP	Restricted patients are people who are detained in hospital and have usually committed an offence punishable by imprisonment, but as a result of mental disorder are not imprisoned and instead are ordered to be detained in hospital for treatment.
RSO	A Registered Sex Offender is an offender convicted of an offence specified in Schedule 3 of the Sexual Offences Act 2003 and therefore subject to the notification requirements.
SA07	Stable and Acute 2007 is a dynamic risk assessment tool which provides a structured method for identifying and measuring dynamic risk factors that are predictive of sexual offence recidivism.
SCR	The MAPPA National Guidance (2014) advises that each Strategic Oversight Group must have a process to examine incidents which may lead to a Significant Case Review.
SOG	Strategic Oversight Groups operate in each Community Justice Authority area and are responsible for the development of planning, policy and operational delivery of MAPPA.
SOLO	Sex Offender Liaison Officers are staff, usually within housing, who provide a single point of contact for accommodation requests from Responsible Authorities in respect of the housing of Registered Sex Offenders.
SOLS	The Sex Offender Liaison Service is a service delivered by NHS Lothian across the Lothian Borders area, which assesses and consults on sex offenders to assist relevant agencies to manage them in the community.
SONR	The Sex Offender Notification Requirements are set out in legislation and identify certain requirements, in terms of notification, that all Registered Sex Offenders must comply with when placed on the 'sex offenders register.'
SOP	Standard operating procedures are written instructions intended to document how staff within organisations perform certain activities to ensure a consistency of approach in the application of corporate policies.
SOPO	A Sexual Offence Prevention Order is an order which a court may make at the time of dealing with certain sexual offenders or when the police make application on account of an offender's behaviour in the wider community.

SPS	The Scottish Prison Service is an agency of the Scottish Government which is legally required to deliver custodial and rehabilitation services for those sent to prison by the courts.
SWIA	The Social Work Inspection Agency provided an inspectorate role until the work of this organisation passed to the Social Care and Social Work Improvement Scotland; known as the Care Inspectorate.
SWS	Social Work Scotland is the leadership body for the social work profession and replaced the Association of Directors of Social Work in 2014.
ViSOR	The Violent and Sex Offender Register is a computer system which provides a UK wide multi-agency information sharing tool for offenders which can be accessed and updated by the police, Scottish Prison Service, Local Authorities and the Scottish Government.

Appendix Five: Community Justice Authorities



Appendix Six: Exhibits

Description	Title
Exhibit 1	Responsible Authorities in Scotland
Exhibit 2	Average number of reconvictions per offender 1997-98 to 2012-13
Exhibit 3	Average number of reconvictions per offender by index crime 2010-13
Exhibit 4	Number of registered sex offenders managed in the community and breach of notification and reconviction rates for Group 1 and Group 2 crimes 2012-15
Exhibit 5	Total number of registered sex offenders and management levels in Scotland 2015
Exhibit 6	Number of registered sex offenders by management levels 2012-15
Exhibit 7	Number of offenders convicted for internet related offences 2012-15
Exhibit 8	Number of registered sex offenders in Scotland 2012-15
Exhibit 9	Strategic Oversight Group chairs June 2015
Exhibit 10	Registered sex offenders by age 2014-15
Exhibit 11	MAPPA Quality Indicator Framework
Exhibit 12	MAPPA Joint review stage 3 fieldwork footprint



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