

# MAPPA

Edinburgh, the Lothians and Scottish  
Borders Multi-Agency Public  
Protection Arrangements

ANNUAL  
REPORT  
2015-2016

# **MAPPA**

**Edinburgh, the Lothians and Scottish  
Borders Multi-Agency Public  
Protection Arrangements**

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# 1

# Foreword

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The multi-agency approach to managing high-risk offenders is effective because professionals working together can achieve far more than any one agency acting alone. All Multi Agency Public Protection (MAPPA) partners in Edinburgh, the Lothians and Scottish Borders put public protection at the forefront of practice. Our utmost priority is to keep the public safe, particularly the most vulnerable members of our communities.

The danger presented to children and adults from people who are strangers is extremely low. Re-offending by registered sex offenders is also low, but our staff are determined to reduce both the risk posed by these offenders and the likelihood of re-offending. Only a very small number of people come under MAPPA management, but we recognise that the impact on their victims can be profound, long-lasting and reach into all aspects of their lives. Every MAPPA meeting considers the risk to any potential victim and details what action is to be taken to reduce this.

Managing the risks posed by sexual offenders within the community is a complex task, cutting across the organisational boundaries of local authorities, police, prisons, housing and health services. Working together allows us to create action plans and risk management strategies to reduce the risk an offender presents, and whereas it is not possible to eradicate risk completely, effective collaboration is a key protective factor to which we are all fully committed.

I hope this annual report helps to explain the work undertaken by all agencies in our area and provides insight into local public protection arrangements, which help to make our communities safer.

**Michelle Miller**  
**Chair Edinburgh, the Lothians and Scottish Borders**  
**Strategic Oversight Group**

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## What is MAPPA?

### Multi-Agency Public Protection Arrangements in Edinburgh, Lothian and the Scottish Borders

Multi-Agency Public Protection Arrangements (MAPPA) provide a framework to manage the risk posed by registered sex offenders and restricted patients (mainly violent offenders, with a small number of sex offenders). MAPPA bring together professionals from the police, social work, housing, health and the Scottish Prison Service in Edinburgh, Lothian and Scottish Borders. These agencies are known as the 'Responsible Authorities'. While the arrangements are co-ordinated by a central unit based in Edinburgh, the practical management of offenders remains the responsibility of these agencies at local level.

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The area covered by the Edinburgh, Lothian and Borders Community Justice Authority incorporates the City of Edinburgh, East Lothian, Midlothian, West Lothian and the Scottish Borders, representing a mixture of urban and rural areas. The population of the area is estimated at 981,830; currently 18.27% of the population of Scotland with: 498,810 residents in Edinburgh; 103,050 in East Lothian; 87,390 in Midlothian; 178,550 in West Lothian; and 114,030 in the Scottish Borders (*Population statistics sourced from General Register of Scotland 2014*).

The responsible authorities represented are:

- » The City of Edinburgh Council
- » East Lothian Council
- » Midlothian Council
- » West Lothian Council
- » Scottish Borders Council
- » Police Scotland
- » Scottish Prison Service
- » NHS Lothian
- » NHS Borders

There are three MAPPA management levels intended to ensure that resources are focused where they are needed most to reduce the risk of harm. Over the course of this annual reporting year, we managed 915 registered sex offenders under MAPPA; 91.25% (835) at Level 1; 8.30% (76) at Level 2; and 0.43% (4) at Level 3. Those offenders who present the highest management complexity are managed at Level 3. This year, for the eighth year in a row, there were no cases of a Level 3 offender being convicted of further Group 1 (violence) or Group 2 (indecent) crime.

Over the past year, there have been 71 MAPPA Level 2 and Level 3 meetings convened across Edinburgh, Lothian and Scottish Borders. Each Level 2 meeting will consider a number of offenders, whereas a Level 3 meeting is unique to that offender.

Further Information about MAPPA can be found on the Scottish Government website: [www.scotland.gov.uk](http://www.scotland.gov.uk)

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## Roles and Responsibilities

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The responsible authorities for each area are required to involve other key agencies in the management of offenders. This is an important part of MAPPA, involving the exchange of information and drawing on the collective knowledge and expertise of numerous agencies. The roles and responsibilities in relation to MAPPA in our local area are outlined:

Police Scotland is responsible for the enforcement of the notification and compliance requirements of the Sexual Offences Act 2003 (sex offender registration), and for policing activities, including risk assessment, preventative/monitoring strategies, coupled with investigation and prosecution of any registered sex offender who re-offends. Responsibilities include: maintaining an accurate record of those offenders resident within each local authority area subject to the notification requirements; the creation of risk management plans to mitigate or reduce risk; making enquiries where such persons fail to comply with the requirements placed upon them; managing sex offenders whose current behaviour is of concern. Police Scotland is the lead responsible authority for those community-based registered sex offenders who are not subject to any other form of statutory supervision. These duties are carried out in partnership with all responsible authorities and 'duty-to-cooperate' agencies.

The local authority is the responsible authority for registered sex offenders who are subject to statutory supervision. The Council's criminal justice social work service is responsible for the supervision of such offenders, but housing, adult social care and children and families services also play a key role in the management of sex offenders in the community.

Criminal justice social work makes a significant contribution to public protection by supervising and managing registered sex offenders in accordance with the requirements of MAPPA and other public protection-related legislation.

Social workers supervise offenders on community payback orders and prisoners who have been released subject to formal supervision. Social workers are required to use accredited risk assessment tools, and in collaboration with other agencies, develop plans for the risk management and supervision of offenders. Social workers can request that additional requirements or conditions be placed on orders and licences by the courts and the Parole Board. These requirements and conditions can range from restrictions relating to accommodation and employment, to instructions to avoid certain locations or victims, or to attend counselling or treatment programmes. These requirements and conditions allow social workers to monitor and influence aspects of offenders' behaviour, as breaches of requirements or conditions can lead to the court or Parole Board returning the offender to custody.

Each local authority within Edinburgh, Lothian and Scottish Borders has a Sex Offender Liaison Officer (SOLO) or Lead Officer, within the criminal justice social work service, who acts as a single point of contact for information relating to registered sex offenders. They are responsible for chairing risk management case conferences and liaising with other agencies as appropriate.

Local authority housing SOLOs are responsible for offenders' access to housing, which includes accessing temporary accommodation and identification of suitable permanent housing.

Registered social landlords, as 'duty to co-operate' agencies, work with the local authority housing SOLO to identify positive housing solutions, which contribute to public protection.



The role of the housing service is to contribute to the responsible authorities' management of risk through:

- » providing suitable accommodation
- » contributing to environmental risk assessments to ensure accommodation is appropriate
- » liaising with the responsible authorities regarding the ongoing management and monitoring of the risk of the offender as a tenant, including any tenancy moves or evictions
- » having regard to community safety and having in place contingency plans for when a property is no longer suitable and/or the offender's safety is at risk.

The local authority is responsible for ensuring the development of a strategic response to the housing of sex offenders. However, in any local authority area there is likely to be a multiplicity of housing providers, and local authorities must involve and consult registered social landlords in their area when developing their strategic response.

It is the responsibility of the local authority to provide an initial single point of contact for accommodation requests from other responsible authorities. This single point of contact is the housing SOLO, whose role involves:

- » identifying the most appropriate housing provider, following risk assessment
- » ensuring that when an appropriate housing provider has been identified, they are included by the responsible authorities in liaison arrangements relevant to the identification of appropriate housing and the management of risk
- » liaising pro-actively with responsible authorities and housing providers regarding ongoing risk management and community safety issues.

NHS Lothian continues to play an important role in MAPPA locally, as the responsible authority for mentally disordered, restricted patients, and in fulfilling its wider duty to cooperate in the management of registered sex offenders.

NHS Lothian and NHS Borders have a Public Protection structure (including child protection, adult protection and MAPPA), which is the responsibility of the Nurse Director at Health Board Level. In addition, NHS Lothian now has an Assistant Director of Public Protection, Designated Consultants for MAPPA (consultant forensic mental health clinicians) and a MAPPA Health Liaison Officer. This is to ensure appropriate information sharing and joint working between NHS Lothian and other MAPPA agencies. The aim of the structure is to provide governance for NHS Lothian's contribution to MAPPA and to ensure health issues that arise in relation to MAPPA cases (including mental health, physical health, staff and patient safety, and information sharing) are dealt with appropriately. The Assistant Director of Public Protection attends all Level 3 MAPPP (Multi-Agency Public Protection Panel) meetings, as does a consultant. A consultant and the health liaison officer attend all Level 2 MAPPA meetings with the NHS Lothian area.

Following the end of the of the Scottish Government pilot to extend the remit of the NHS Lothian Sex Offender Liaison Service (SOLS) to include violent offenders, the service continues to provide specialist clinical consultation, training, assessment, clinical supervision and treatment to support criminal justice social work and the police to manage difficult sexual offenders in the community. The reduction in funding has meant a significant reduction in the size of the staff team but providing input to MAPPA meetings remains a priority for SOLS. With the introduction of the serious risk of harm category offender as of 31st March 2016 into MAPPA, NHS Lothian has provided additional temporary funding to increase the clinical capacity of SOLS and thereby meet any additional need. The impact of the introduction of this new category of offender to MAPPA is as yet unknown in terms of workload. The input of the services continues to be viewed very positively by all agencies. The recent Thematic Review of MAPPA highlighted SOLS as an area of good practice.

NHS Borders also provides a strong contribution to MAPPA. Senior officers from within mental health and learning disability services attend all Level 2 meetings and the Associate Director of Nursing attends all Level 3 MAPPP meetings.

### **Community Intervention Services for Sex Offenders (CISSO)**

This service continues to support the risk management of partner agencies through the delivery of community-based group treatment programmes, addressing the behaviour and attitudes associated with sexual offending. In addition, staff provide assessment reports for the court to aid the sentencing of some convicted sexual offenders, consultation to criminal justice social workers in Edinburgh, Lothian, and Scottish Borders, and undertakes some individual pieces of work with offenders and their supervising officers.

The Community Intervention Service for Sex Offenders in the second year of implementing the accredited group work programme Moving Forwards: Making Changes. The team now provided five MF: MC groups run weekly, four during the day and one in the evening. CISSO has continued its collaboration with the forensic learning disability service and one of the groups is open to learning disabled clients. Over the last year a total of 45 men have been involved in the MF: MC groupwork.

Lothian and Borders have run a group specifically for Internet offenders for several years. It is aimed at offenders who do not present a high risk but do have a level of treatment need (moderate on stable) and do not require the MF: MC programme.

This is a closed group and the programme is 18 sessions long. Although the format is different the theoretical base is the same as MF: MC and the men usually complete the MF: MC pre-group sessions. Selection for this group is on the basis of formulation. This group is run on a bi-annual basis and gives places to 16 men per annum. Although it is non-accredited it appears to work very well with the client group and is valued by attenders and their supervising officers. Given the demand on resources of the new programme, CISSO would have struggled to place these men in MF: MC. The MF: MC programme would also be over treating their needs.

With regard to court report, CISSO staff jointly interviewed 61 offenders prior to sentence. 50 court mandate CISSO risk assessments were prepared. This number reflects an increase in court requests for CISSO report. Consultation was offered for all other report requests.

The project also offers training courses for local criminal justice staff on working with sexual offenders, including introductory days; the 3 day case management course for MF: MC and skills based training that aims to consolidate learning on the case management and risk assessment courses. The team has also set up a case managers forum which meets every two months to look at practice issues related to MF: MC.

This decision was taken on practice grounds to best meet the assessed level of risk and need. We were able to identify a number of men who whilst eligible and requiring some intervention did not merit a programme of over a year's duration.

Lothian and Borders would have struggled with resources to place all of these men in MF: MC and it would have resulted in significant waiting lists. However, if funding were reduced in the future, this option would cease.

### **Keeping Children Safe**

The Community Disclosure Scheme provides that parents, carers and guardians of children under 18 can ask for information about a named person who may have contact with their child if they are concerned that he or she might have convictions for sexual offences against children (e.g. if a parent wants to find out more about a new partner). Police officers discuss the concerns of the applicant in a face-to-face meeting and offer advice and support.

In this reporting year, police in Edinburgh, Lothian and Scottish Borders received 29 applications under this scheme.

Further information can be found at:  
<http://www.scotland.police.uk/keep-safe/safety-advice-jj/children-and-young-people/child-protection-keeping-children-safe/>

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## Achievements in Developing Practice

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## Training and Promoting MAPPA

During this reporting year, we have held a number of multi-agency training events.

In April 2015, the MAPPA Coordinator delivered a training event for staff new to the role of chairing MAPPA meetings.

Also in April 2015, NHS Borders hosted a multi-agency MAPPA awareness-training day, aimed at staff that may only have limited contact with sex offenders. This event promoted information sharing and understanding relative to the management of registered sex offenders. In June 2015, the MAPPA Coordinator delivered training to staff from the Lifeline Project who work with individuals, families and communities both to prevent and reduce harm, to promote recovery, and to challenge the inequalities linked to alcohol and drug misuse. The aim was to increase the workers awareness of the higher risk and more complex cases managed under MAPPA, and to enable them to play an active role in mitigating these risks.

In February 2016, West Lothian Council hosted a multi-agency MAPPA awareness-training day, aimed at staff that may only have limited contact with sex offenders. This event promoted information sharing and understanding relative to the management of registered sex offenders.

Scottish Borders have held a number of multi-agency training events, aimed at staff that may only have limited contact with sex offenders. These events promoted information sharing and understanding relative to the management of registered sex offenders.

On 3 March 2016, the Scottish Government published new MAPPA Guidance. This guidance reflects the new risk of serious harm offender category, who by reason of their conviction are subject to supervision in the community by any enactment, order or licence: are assessed by the responsible authorities as posing a high or very high risk of serious harm to the public, which requires active multi-agency management at MAPPA Level 2 or 3.

In March 2016, Edinburgh, the Lothians and Scottish Borders Strategic Oversight Group hosted a multi-agency half day conference, aimed at staff and managers who will be directly involved in the management of offenders under the new risk of serious harm category being introduced under MAPPA in April 2016.

## Developing the use of Sexual Offences Prevention Orders (SOPO)

This is an order granted by the Court. It places conditions on an offender's behaviour, provides a power of arrest if breached and enhances the police role in managing such offenders. SOPOs could initially only contain prohibitive measures, however, a change in legislation in November 2011 allows for these orders to contain positive obligations as well as prohibitions. Police Scotland may now apply to the court at the point of sentencing, for conditions requiring the offender to take specific actions, where previously there was no such obligation to comply.

For some offenders, the existence of a SOPO is enough to provide structure to their daily life, through which they are able to avoid further offending. On 31 March 2016 there were 69 SOPOs in place locally.

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# Strategic Overview Arrangements

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### **Edinburgh, Lothian and Scottish Borders – Strategic Oversight Group**

This group is responsible for the overview and co-ordination of the Multi-Agency Public Protection Arrangements, ensuring the sharing of best practice and learning from significant case reviews. The group also provides a strategic lead for developing local multi-agency policy and strategy in relation to shared priorities, with regard to the management of offenders.

### **Edinburgh, Lothian and Scottish Borders – MAPPA Operational Group**

This multi-agency operational group supports the work of the Strategic Oversight Group. The remit of this group is to share learning, develop best practice, and where relevant, ensure consistency of practice.



### **Offender Management/Reducing Re-offending Committees**

These committees monitor the performance and quality of local service delivery; they provide strategic direction to local member agencies and develop local policy and practice. These committees include representatives from all key agencies, a number of which are also members of the local child and adult protection committees, ensuring effective communication across public protection.

### **NHS Lothian Public Protection Action Group**

The main aim of this group is to ensure NHS Lothian discharges its responsibilities for MAPPA, child and adult protection. This group will provide a general forum to discuss important practice issues, in addition to developing good practice in relation to the management of high-risk offenders within the health care setting.

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# Statistical Information

Unless stated, the statistics recorded are  
for the reporting period 1 April 2015 to  
31 March 2016.

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**Table 1: General**

REGISTERED SEX OFFENDERS (RSOs)		No.
<b>a) Number of:</b>	<b>I.</b> per 100,000 population on 31 March	70.27
	<b>II.</b> at liberty and living in the area on 31 March	690
<b>b)</b> The number of RSOs having a notification requirement who were reported for breaches of the requirements to notify		50
<b>c)</b> The number of "wanted" RSOs on 31 March		0
<b>d)</b> The number of "missing" RSOs on 31 March		0

**Table 2: Civil Orders applied and granted in relation to registered sex offenders**

THE NUMBER OF	No.
<b>a)</b> Sexual Offences Prevention Orders (SOPOs) in force on 31st March	69
<b>b)</b> SOPOs imposed by courts between 1st April and 31 March	3
<b>c)</b> Risk of Sexual Harm Orders (RoSHO) in force on 31 March	3
<b>d)</b> Sex offenders convicted of breaching SOPO conditions between 1 April and 31 March	6
<b>e)</b> Number of people convicted of a breach of RSHO between 1 April and 31 March	0
<b>f)</b> Foreign Travel Orders imposed by the courts between 1 April and 31 March	0
<b>g)</b> Notification Orders imposed by the courts between 1 April and 31 March	1

**Table 3: Registered sex offenders by level, reconvictions and notifications**

REGISTERED SEX OFFENDERS (RSOs)		No.
<b>a) By MAPPA Level as at 31 March;</b>	<b>I.</b> Level 1 – Routine Risk Management	681
	<b>II.</b> Level 2 – Multi-agency Risk Management	9
	<b>III.</b> Level 3 – MAPPP	0
<b>ai) By MAPPA Level between 1 April 2015 and 31 March 2016</b>	<b>IV.</b> Level 1 – Routine Risk Management	835
	<b>V.</b> Level 2 – Multi-agency Risk Management	76
	<b>VI.</b> Level 3 – MAPPP	4
<b>b) Convicted of a further Group 1 or 2 crime;</b>	<b>I.</b> MAPPA Level 1	10
	<b>II.</b> MAPPA Level 2	1
	<b>III.</b> MAPPP Level 3	0
<b>c)</b> Returned to custody for a breach of statutory conditions (including those returned to custody because of a conviction of Group 1 or 2 crime)		16
<b>d)</b> Indefinite registrations reviewed under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011 between 1 April and 31 March		18
<b>e)</b> Notification continuation orders issued under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011 between 1 April and 31 March		6
<b>f)</b> Notifications made to Jobcentre Plus under the terms of the Management of Offenders etc. (Scotland) Act, 2005 (Disclosure of Information) Order 2010 between 1 April and 31 March		156
<b>g)</b> Number of RSOs subject to formal disclosure		0

Table 4: Restricted patients

RESTRICTED PATIENTS (RPs):		No.
<b>a)</b> Number of RPs;	<b>I.</b> Living in the area on 31 March	31
	<b>II.</b> During the reporting year	44
<b>b)</b> Number of RPs per order	<b>I.</b> CORO	34
	<b>II.</b> HD	1
	<b>III.</b> TTD	9
<b>c)</b> Number within hospital/ community;	<b>I.</b> State Hospital	9
	<b>II.</b> Other hospital no suspension of detention (SUS)	27
	<b>III.</b> Other hospital with unescorted SUS	9
	<b>IV.</b> Community (Conditional Discharge)	8
<b>d)</b> Number managed by category on 31 March;		
Level 1 – Routine agency risk management		30
Level 2 – multi-agency risk		1
Level 3 – MAPPP		0
<b>e)</b> Number of RPs convicted of a further crime of Group 1 or 2 crime	<b>I.</b> MAPPA Level 1	0
	<b>II.</b> MAPPA Level 2	0
	<b>III.</b> MAPPP Level 3	0

RESTRICTED PATIENTS (RPs):		No.
<b>f)</b> Number on suspension of detention;	<b>I.</b> who did not abscond or offend	43
	<b>II.</b> who absconded	1
	<b>III.</b> who absconded and then offended	0
	<b>IV.</b> where absconding resulted in withdrawal of suspension of detention	1
<b>g)</b> Number on conditional discharge;	<b>I.</b> who did not breach conditions, not recalled or did not offend	8
	<b>II.</b> who breached conditions (resulting in letter from the Scottish Government)	0
	<b>III.</b> recalled by Scottish Ministers due to breaching conditions	0
	<b>IV.</b> recalled by Scottish Ministers for other reasons	0

**Table 5: Registered sex offenders  
by age on 31 March 2016**

AGE	RSO Number	RSO Percentage
Under 18	0	0
18-20	16	2.31
21-30	117	16.95
31-40	139	19.56
41-50	140	20.28
51-60	151	21.88
61-70	91	13.18
71-80	38	5.50
81-90	2	0.28
91-100	0	0
Total	690	100%

**Table 6: Registered sex offenders  
by gender on 31 March 2016**

SEX	RSO Number	RSO Percentage
Male	689	99.86
Female	1	0.14

**Table 7: Registered sex offenders managed  
under statutory conditions and/or  
notification requirements on 31 March 2016**

CONDITIONS	Number	Percentage
On statutory supervision	248	35.54
Subject to notification requirements only	442	64.05



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