MAPPA

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

ANNUAL REPORT 2019-2020

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1 Foreword

MAPPA
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Foreword

The purpose of the Multi Agency Public Protection Arrangements (MAPPA) is public protection and the reduction of serious harm. MAPPA aims to achieve this by providing a framework for partners in Edinburgh, the Lothians and Scottish Borders to share information, jointly assess risk and then deploy our resources proportionately to target those offenders we have assessed as presenting a risk of serious harm to the public. MAPPA is not a statutory body in itself but is a mechanism through which agencies work together in a coordinated manner to protect the public. Our utmost priority is to keep the public safe, particularly the most vulnerable members of our communities.

Re-offending by registered sex offenders is low, and our staff are determined to reduce both the risk posed by these offenders and the likelihood of re-offending. However, managing these offenders in the community is not without risk and therefore it is essential that we work collaboratively to ensure that all reasonable steps have been taken to reduce the risk. We recognise that the impact on a victim can be profound, long-lasting and reach into all aspects of their lives. Managing the risks posed by offenders within the community is a complex task, cutting across the organisational boundaries of local authorities, police, prisons, housing and health services. Working together is effective as we can achieve far more than any one agency acting alone. I hope this annual report helps to explain the work undertaken by all agencies in our area and provides an insight into local public protection arrangements, which help to make our communities safer.

Jackie Irvine
Chair Edinburgh, the Lothians and Scottish Borders Strategic Oversight Group

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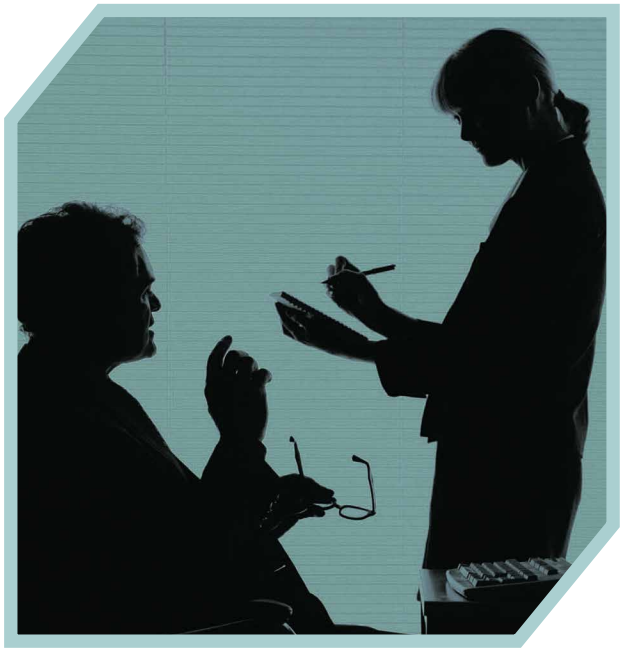
What is MAPPA?

Multi-Agency Public Protection Arrangements in Edinburgh, the Lothians and 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). On 31 March 2016, the Scottish Government published new MAPPA Guidance. This guidance reflects the new risk of serious harm category 3, for offenders who by reason of their conviction are subject to supervision in the community, and 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.

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MAPPA brings together professionals from the police, social work, housing, health and the Scottish Prison Service in Edinburgh, the Lothians 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.

Community Justice Authorities ceased to exist on 31 March 2017, however, MAPPA continue to operate under the Management of Offenders etc (Scotland) Act 2005 and the boundaries previously covered by the Edinburgh, Lothian and Scottish Borders Community Justice Authority will remain. The area covered by our arrangements incorporates the local authority areas of the City of Edinburgh, East Lothian, Midlothian, West Lothian and the Scottish Borders, representing a mixture of urban and rural areas.

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 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 916 registered sex offenders under MAPPA; 89.95% (824) at Level 1; 9.82% (90) at Level 2; and 0.21% (2) at Level 3.

Over the past year, there have been 63 MAPPA Level 2 meetings across Edinburgh, the Lothians and Scottish Borders, which managed RSOs and serious risk of harm violent offenders. Each Level 2 meeting will consider a number of offenders. A Level 3 meeting will only consider one offender and there were 14 Level 3 meetings convened during the reporting year, of which, 6 meetings related to RSOs and 8 meetings related to serious risk of harm violent offenders.

The 2019/20 MAPPA National Annual Report provides a picture of the main national developments in relation to MAPPA and can be viewed on the Scottish Government website under recent publications.

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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 below.

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 in 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 on them and 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 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.



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 in Edinburgh, the Lothians and Scottish Borders has a Sex Offender Liaison Officer (SOLO) or Lead Officer, in the 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, through being the responsible authority for mentally disordered restricted patients, and in fulfilling its wider duty to cooperate in the management of violent offenders and registered sex offenders.

NHS Lothian has a Public Protection structure (including child protection, adult protection and MAPPA), which is the responsibility of the Executive Nurse Director at Health Board level. There is a Director for Public Protection, a MAPPA Health Liaison Officer, alongside Designated Consultants for MAPPA (who are consultant forensic mental health clinicians). The aim of the NHS Lothian structure and input is to provide governance for NHS Lothian's contribution to MAPPA and to ensure that health issues (including mental health, physical health, staff and patient safety, information sharing) that arise in relation to MAPPA cases are dealt with appropriately. The Director for Public Protection attends all level 3 MAPPA meetings; SOLS representatives attend all level 2 and level 3 MAPPA meetings; and the Health Liaison Officer attends all level 2 and some level 3 MAPPA meetings.

NHS Borders also makes an important contribution to MAPPA. A consultant clinical psychologist from the learning disability service and a nurse consultant from the vulnerable children and young people service 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 and individual interventions, addressing the behaviour and attitudes associated with sexual offending. In addition, staff provide assessments and offer advice and consultation to criminal justice social workers in Edinburgh, the Lothians and Scottish Borders. Up until lockdown measures came into effect in March 2020 the service continued to deliver the group work programme for sexual offending, Moving Forwards: Making Changes (MF:MC). The CISSO team provided a range of MF:MC groups that ran weekly, including daytime and evening groups, with an adapted version of the programme run for men with lower cognitive functioning. The service also continued to deliver a specific Internet Offending Behaviour Programme on a bi-annual basis, providing places to 16 men per annum. Over the 12-months until March 2020 a total of 51-men were involved in groupwork programmes delivered by the project, with a further 19-individuals seen for individual interventions. CISSO has also continued to respond to a small number of referrals for individuals who have not been convicted for a sexual offence but have expressed concern about the nature of their sexual thoughts. 2-individuals worked separately with the CISSO senior practitioner on a voluntary basis for intervention around managing problematic sexual interests.

COVID-19 lockdown measure introduced in March 2020 resulted in the temporary suspension of all groupwork delivery. From March, CISSO staff have continued to support individuals, focussing on assessing levels of distress and monitoring for any signs that people may be having problems coping or evidencing increased risk and then providing advice and support around these issues as required. The team also found that a significant number of men (particularly those who were already established in the programme) were keen to continue with completing assignments and processing their work with staff. This has facilitated programmed intervention on a reduced basis. CISSO are currently developing plans to resume more programmed interventions with people over the coming weeks, initially focused on 2:1 delivery and then looking towards starting small groupwork delivery if safe to do so.

An area of development for CISSO has been through its inclusion in the pilot of a programme of trauma-informed service development and staff training across group work services. CISSO staff have now been trained to complete routine trauma and mental health screening assessments for all individuals referred for intervention. Staff also received additional training in delivering 'safety and stabilisation' interventions for people experiencing psychological distress. This has proved particularly helpful with engaging individuals who are ambivalent about engaging in interventions that are targeted more directly at their offending behaviour.

Keeping Children Safe

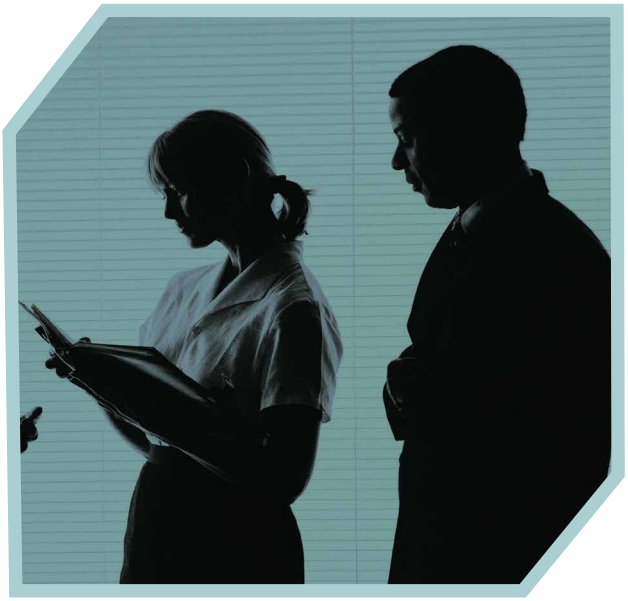
The Community Disclosure Scheme provides that parents, carers and guardians of children under 18 can ask for information about a named person who may have contact with their child if they are concerned that he or she might have convictions for sexual offences against children (e.g. if a parent wants 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, the Lothians and Scottish Borders received 44 applications under this scheme.

Further information can be found at: https://www.scotland.police.uk/about-us/police-scotland/strategic-planning/children-and-young-people/safety-and-protection/

4 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 May 2019, Midlothian Council hosted a multi-agency MAPPA presentation to local councillors. The aim of this event was to promote understanding relative to the assessment of risk and management of registered sex offenders and violent offenders assessed as presenting a serious risk of harm who are living in our communities.

In November 2019, the MAPPA Co-ordinator facilitated a workshop attended by the Sex Offender Liaison Officers (SOLOs) or Lead Officer, in justice social work and the Detective Sergeants based with the Offender Management Units who are responsible for chairing Level 1 MAPPA Meetings. The aim of the workshop was to review practice and share learning across the Edinburgh, the Lothians and Scottish Borders area. The workshop also considered learning from Significant Case Reviews.

In December 2019, the MAPPA Co-ordinator facilitated a workshop attended at all Level 2/3 MAPPA Chairs. The aim of the workshop was to review practice and share learning across the Edinburgh, the Lothians and Scottish Borders area. The workshop also considered learning from Significant Case Reviews.

In March 2020, Edinburgh, the Lothians and Scottish Borders Strategic Oversight Group hosted a multi-agency half day conference, aimed at staff and managers relative to the assessment and management of young people who present a serious risk of harm as they transition into Adult Services and management under MAPPA.

Developing the use of Sexual Offences Prevention Orders (SOPO)

The SOPO 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.

For some offenders, the existence of a SOPO is enough to provide structure to their daily life, through which they may avoid further offending. On 31 March 2020, there were 83 SOPOs in place in our area.

5 Strategic Overview Arrangements

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Edinburgh, the Lothians 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 regarding the management of offenders.

Edinburgh, the Lothians and Scottish Borders – MAPPA Operational Group

This multi-agency operational group supports the work of the Strategic Oversight Group. Its remit is to share learning, develop best practice and 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 whom 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, and for child and adult protection. This group provides a general forum to discuss important practice issues, in addition to developing good practice in relation to the management of high-risk offenders in the health care setting.



6 Statistical Information

Unless stated, the statistics recorded are for the reporting period 1 April 2019 to 31 March 2020.

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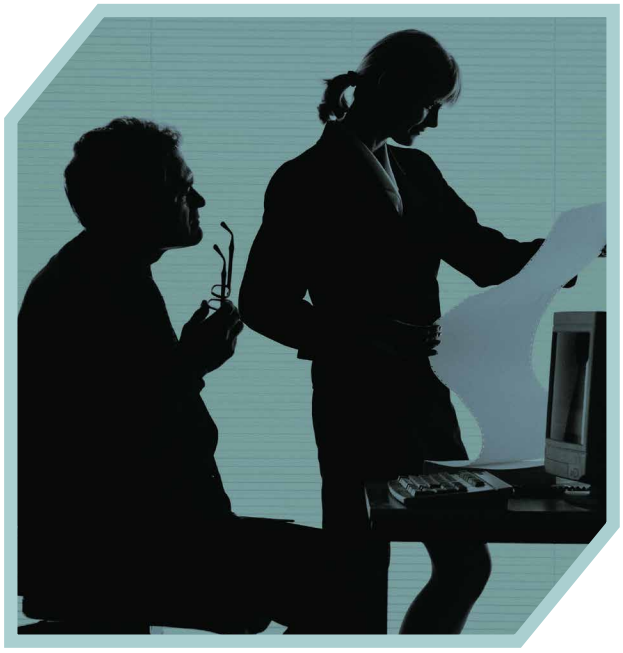


Table 1: General

REGISTERED SEX OFFENDERS (RSOs)		No.
a) Number of:	I. per 100,000 population on 31 March	**720**
	II. per 100,000 population on 31 March	**70**
b) The number having a notification requirement who were reported for breaches of the requirements to notify		**43**

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

THE NUMBER OF	No.
a) Sexual Offences Prevention Orders (SOPOs) in force on 31 March	**83**
b) Risk of Sexual Harm Orders (RoSHO) in force on 31 march	**2**
c) Sex offenders convicted of breaching SOPO conditions between 1 April and 31 March	**13**
d) Number of people convicted of a breach of RSHO between 1 April and 31 March	**1**
e) Foreign Travel Orders imposed by the courts between 1 April and 31 March	**0**
f) Notification Orders imposed by the courts between 1 April and 31 March	**8**

Table 3: Registered sex offenders by level, re-convictions and notifications

REGISTERED SEX OFFENDERS (RSOs)		No.
a) Number managed between 1 April and 31 March		**916**
I. Level 1 – Routine Risk Management		**824**
II. Level 2 – Multi-agency Risk Management		**90**
III. Level 3 – MAPPP		**2**
b) Convicted of a further Group 1 or 2 crime	I. MAPPA Level 1	**12**
	II. MAPPA Level 2	**2**
	III. MAPPP Level 3	**0**
c) Returned to custody for a breach of statutory conditions (including those returned to custody because of a conviction of Group 1 or 2 crime)		**11**
d) Indefinite registrations reviewed under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011 between 1 April and 31 March		**26**
e) Notification continuation orders issued under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011 between 1 April and 31 March		**23**
f) 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		**227**
g) Number of RSOs subject to formal disclosure		**3**

Table 4: Restricted Patients

RESTRICTED PATIENTS (RPs):		No.
a) Number of RPs;	I. Living in the area on 31 March	**32**
	II. During the reporting year	**34**
b) Number of RPs per order	I. CORO	**31**
	II. HD	**0**
	III. TTD	**3**
c) Number within hospital/ community;	I. State Hospital	**14**
	II. Other hospital no suspension of detention (SUS)	**10**
	III. Other hospital with unescorted SUS	**11**
	IV. Community (Conditional Discharge)	**11**
d) Number managed by category on 31 March (does not include patients from Lothian in the State Hospital)	Level 1 – Routine agency risk management	**31**
	Level 2 – multi-agency risk	**1**
	Level 3 – MAPPP	**0**
e) Number of RPs convicted of a further crime of Group 1 or 2 crime	I. MAPPA Level 1	**0**
	II. MAPPA Level 2	**0**
	III. MAPPP Level 3	**0**

RESTRICTED PATIENTS (RPs):		No.
f) Number on suspension of detention;	I. who did not abscond or offend	**20**
	II. who absconded	**1**
	III. who absconded and then offended	**0**
	IV. where absconding resulted in withdrawal of suspension of detention	**1**
g) Number on conditional discharge;	I. who did not breach conditions, not recalled or did not offend	**11**
	II. who breached conditions (resulting in letter from the Scottish Government)	**0**
	III. recalled by Scottish Ministers due to breaching conditions	**0**
	IV. recalled by Scottish Ministers for other reasons	**0**

Table 5: Statistical Information – other serious risk of harm offenders

SERIOUS RISK OF HARM OFFENDERS:		No.
a) Number managed between 1 April and 31 March	1. MAPPA Level 2	**21**
	2. MAPPA Level 3	**3**
b) Number of offenders convicted of a further Group 1 or 2 crime	1. MAPPA Level 2	**0**
	2. MAPPA Level 3	**0**
c) Number of offenders returned to custody for a breach of statutory conditions (including those returned to custody because of a conviction of Group 1 or 2 crime)		**2**
d) Number of notifications made to DWP under the terms of the Management of Offenders etc (Scotland) act, 2005 (Disclosure of Information) Order 2010 between 1 April and 31 March		**6**



Table 6: Registered sex offenders managed in the community under statutory conditions and/or notification requirements on 31 March 2020

CONDITIONS	Number	Percentage
On statutory supervision	221	30.69
Subject to notification requirements only	499	69.30

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NHS Lothian

NHS Borders

SPS Scottish Prison Service

Police Scotland
Keeping people safe
Poileas Alba

Midlothian

East Lothian Council

Scottish Borders Council

West Lothian Council

Edinburgh
Your Council – Your City