

**Edinburgh, the Lothians and Scottish Borders MAPPA Annual Report for 2023/2024**

**Report by Nick Clater, Head of Adult Services and Chief Social Work Officer**

**Report for Information**

**1 Recommendations**

Cabinet is requested to note the information in the Edinburgh, the Lothians and Scottish Borders MAPPA Annual Report for 2023/2024

**2 Purpose of Report/Executive Summary**

The report advises of:

1: the activities undertaken by the agencies across Edinburgh, the Lothians and Scottish Borders who work in partnership as part of Multi-Agency Public Protection Arrangements.

2: Statistical Information.

**Date: 19<sup>th</sup> November 2024**

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### 3 Background/Main Body of Report

3.1 Multi-Agency Public Protection Arrangements, more commonly referred to as MAPPA, are a set of partnership working arrangements put in place for the fundamental purpose of public protection and managing the risk of serious harm. MAPPA is not a statutory body, but a statutory framework through which the Responsible Authorities discharge their responsibilities to protect the public in a co-ordinated manner.

MAPPA was introduced in Scotland in 2007 by The Management of Offenders etc. (Scotland) Act 2005. This Act also outlines the responsibility of the Strategic Oversight Group (SOG) to provide local leadership across the MAPPA area, to be responsible for performance monitoring and quality assurance and for the submission of the Annual Report.

The following categories of individuals are subject to management under MAPPA:

- Registered Sex Offenders (RSOs) – those individuals required to comply with the sex offender notification requirements (SONR)
- Restricted Patients.- patients subject to a compulsion order with restriction order, a hospital direction or a transfer for treatment direction; that is patients who are subject to special restrictions under the Mental Health (Care and Treatment) (Scotland) Act 2003.

In 2016 the Scottish Government updated the MAPPA Guidance to include a 3rd category:

- Other Risk of Serious Harm Individuals - these are individuals who are not required to comply with the SONR or who are not Restricted Patients; but who by reason of their conviction; are considered by the Responsible Authorities to be persons who may cause serious harm to the public at large.

There are three MAPPA management levels to ensure that resources are focused where they are needed most to reduce the risk of harm. These are:

- Level 1 - routine risk management by the Responsible Authority
- Level 2 - Multi agency risk management
- Level 3 - Multi-agency Public Protection Panels.

Partnership working is a key to the MAPPA and brings together representatives from the Responsible Authorities: Police Scotland, Social Work, Housing, Health and Scottish Prison Service to oversee the practical management of those who have committed a sexual

offence, or who are assessed to pose a significant risk of harm to the public.

The 2023/24 report, includes a forward completed by Joan Tranent, Chair of the Edinburgh, Lothians and Scottish Borders Strategic Oversight Group which highlights the work undertaken by all agencies to manage individuals who present the highest risk of harm to our communities. The danger posed to children and adults, from someone who is a stranger is low and that only a small proportion of people are managed under MAPPA. The complexity of the work is acknowledged and managing the risk cuts across organisational boundaries of local authorities, housing, police prisons and health services. Working together and effective collaboration key protective factors.

### **3.2 Roles and Responsibilities**

- Police Scotland: responsible for enforcement of the notification and compliance of Sexual Offences Act 2003 and for police activities
- Local Authority: Social Work- Responsible for RSOs subject to statutory supervision and the Justice Social Work Service are responsible for the supervision of the individuals and has a Sexual and Violent Offender Liaison Officer acts as single point of contact for information of those managed under MAPPA. Adult Social Care and Children Services also play a key role in the management of those under MAPPA
- Local Authority: Housing – Sexual Offending Liaison Officer are responsible for offender's accessing suitable accommodation. registered social landlords have a 'duty to co-operate' and collaborate with the Housing SOLO to identify positive housing solutions.
- NHS Lothian: Responsible authority for mentally disordered restricted patients and a wider duty to cooperate in the management of individuals under MAPPA., this includes a MAPPA Health Liaison Officer within their public protection structure.
- NHS Lothian Serious offender Liaison Service (SOLS): provides specialist clinical consultation and training to support the management of serious violent and sexual offenders managed in the community.

### **3.3 Achievements in Developing Practice**

Case File audits. These are undertaken on a quarterly basis to identify learning and share good practice.

Training: A number of workshops were provide across the MAPPA area for staff from each of the key agencies to discuss roles and responsibilities in the completion of Risk Management Plans and to consider the learning and recurring themes form Significant case Reviews on a local case file audits.

Electronic Monitoring Equipment: eSafe is a managed monitoring service that tracks an individual's use of their IT devices to detect signs of inappropriate online behaviour. eSafe is only used in cases where it is an agreed monitoring strategy as part of the overall risk management plan. The individual has knowledge of the installation and use of the equipment.

### 3.4 Statistical Information

The number of individuals managed under MAPPA is impacted by a number of factors, including the reporting and detection of crime and Court sentencing. The data within the Annual Report shows that there were 812 Registered Sex Offenders (RSO) managed under MAPPA in as of 31<sup>st</sup> March 2024; this is a 4 % increase on the number in 22-23 but not as high as the number managed in the 21-22 reporting year. The table below shows the figures since 2019/2020.

<b>Number of Registered Sex Offenders managed between:</b>	
<b>1<sup>st</sup> April 2023 and 31<sup>st</sup> March 2024</b>	812
1 <sup>st</sup> April 2022 and 31 <sup>st</sup> March 2023	780
1 <sup>st</sup> April 2021 and 31 <sup>st</sup> March 2022	912
1 <sup>st</sup> April 2020 and 31 <sup>st</sup> March 2021	899
1 <sup>st</sup> April 2019 and 31 <sup>st</sup> March 2020	916

The majority of cases continue to be managed at Level 1: 804 (99%) with the remaining 8 individuals being managed at Level 2. There were no cases managed under Category 3 (Other Risk of Harm Offender) in the reporting year.

Reconviction rates: Across the Edinburgh, Lothians and Scottish Borders the reconviction rates for RSOs remains relatively low. In the reporting year 39 individuals were convicted of a further Group 1 (non-sexual violent) crime or Group 2 (Sexual) crime in the reporting year (4%).

Although the data is not broken down for each local authority area in the Annual Report, I have provided the following figures to provide a local context.

Midlothian	2022-23	2023-24
RSOs managed in the community on 31 March	52	62
RSO's subject to statutory supervision	15	20
RSOs managed at Level 1 in the community on 31 March	51	59
RSOs managed at Level 2 in the community on 31 March	3	3
RSOs managed at Level 3 in the community on 31 March	0	0
RSOs convicted of a further group 1 or group 2 crime (1 relates to non-sexual crimes of violence and group 2 relates to sexual crimes.)	1 (Group 1)	2 (both Group 1)

During the reporting year the Justice Service in Midlothian were the responsible authority for one individual for whom electronic monitoring, of relevant internet enable devices, was an ongoing monitoring strategy as part of risk management.

#### **4 Report Implications (Resource, Digital and Risk)**

##### **4.1 Resource**

There are no direct resource requirements arising from this report.

##### **4.2 Digital**

There are no digital implications related to this paper

##### **4.3 Risk**

The MAPPA process makes a significant contribution to the management of risk and the protection of the public in Midlothian.

There are risks associated with the potential for negative media coverage of individuals managed under MAPPA within Midlothian. To mitigate against this there are robust communication and contingency plans out in place in advance of the release of any individual whose case may attract media attention.

**4.4 Ensuring Equalities (if required a separate IIA must be completed)**

There are no equalities issues arising from this report.

**4.4 Additional Report Implications (See Appendix A)**

See Appendix A

**Appendices:**

**Appendix A – Additional Report Implications**

**Appendix B – Edinburgh, the Lothians and Scottish Borders MAPPA  
Annual Report 2023-24**

## APPENDIX A – Report Implications

### A.1 Key Priorities within the Single Midlothian Plan

Midlothian will be Safer

### A.2 Key Drivers for Change

Key drivers addressed in this report:

- Holistic Working
- Hub and Spoke
- Modern
- Sustainable
- Transformational
- Preventative
- Asset-based
- Continuous Improvement
- One size fits one
- None of the above

### A.3 Key Delivery Streams

Key delivery streams addressed in this report:

- One Council Working with you, for you
- Preventative and Sustainable
- Efficient and Modern
- Innovative and Ambitious
- None of the above

### A.4 Delivering Best Value

The report does not directly impact on Delivering Best Value

### A.5 Involving Communities and Other Stakeholders

The MAPPAs Annual Report is accessible to the public. As part of performance management collaborative feedback is sought from service users to ensure effective service provision and information provided is appropriate and relevant. All service users subject to supervision, as part of a licence or order imposed by the Court, complete an entry and exit questionnaire to support service improvement.

### A.6 Impact on Performance and Outcomes

To ensure that the statutory duties of MAPPAs are discharged effectively there are two Groups that provide oversight and governance across Edinburgh, the Lothians and Scottish Borders: Strategic Oversight Group and MAPPAs Operational Group. Together they have

oversight and co-ordination of MAPPAs and have a responsibility to share learning, develop best practice and promote consistency.

The East and Midlothian MAPPAs Group (EMMG) is a local partnership approach to the management of high-risk offenders in East Lothian and Midlothian and provides strategic direction to local agencies. The EMMG reports to the Public Protection Committee and the Critical Services Oversight Group.

While this is a challenging area of work there is no evidence of concern relating to the delivery of MAPPAs in Midlothian. Justice Social Workers are highly skilled and trained in the use of accredited risk assessment tools. In collaboration with other agencies, they formulate risk and from this develop risk management plans to manage and supervise individuals convicted of sexual offences or who have caused significant harm to others.

#### **A.7 Adopting a Preventative Approach**

The fundamental purpose of MAPPAs is public protection. As one of the key partners the Justice Service focus on early prevention and intervention strategies to reduce the risk of offending behaviour and to ensure that Midlothian is safer. Within legislation there are a number of monitoring interventions and strategies which agencies can use as part of preventative measures. This includes the use of remote electronic monitoring equipment and Sexual Offences Prevention Orders.

#### **A.8 Supporting Sustainable Development**

Not applicable