

# MAPPA

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

ANNUAL  
REPORT  
2021-2022

# **MAPPA**

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

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# 1

# Foreword

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## Foreword

Protecting the public from people whose offending behaviours present a serious risk of violent or sexual harm is a key priority for agencies working across Edinburgh, the Lothians and Scottish Borders. The fundamental purpose of the Multi Agency Public Protection Arrangements (MAPPA) is protecting the public through our collective work to manage and reduce the risk of serious harm. MAPPA is not a statutory body in itself but is a statutory framework through which agencies discharge their statutory responsibilities and work in a co-ordinated manner.

Sharing information is a critical part of our arrangements so we ensure that any new information relating to risk is shared pro-actively. One small piece of information, which in isolation may not be assessed as significant to one agency may provide the catalyst for action to be taken by others. The Management of Offenders Act etc. (Scotland) 2005, which introduced MAPPA, requires agencies to act in co-operation and provides the lawful basis for information to be shared and exchanged with relevant partners.

We recognise the public's concern about people who may present a risk of causing significant harm. We believe that MAPPA provides the best possible framework for agencies working collectively to manage the risk. Although it is never possible to eliminate that risk entirely, MAPPA aims to ensure that all reasonable steps are taken to reduce the risk of further serious harm to the public.

Re-offending by registered sex offenders is low but we know that a crime of serious harm will greatly affect the lives of victims, their friends and families and causes fear in our communities. Our staff work hard to ensure this does not happen and we take a robust approach in response to any increased risks people may present, while working hard to rehabilitate them, which will reduce longer term risk.

We are stronger together and we continue to learn, refine and develop our processes and procedures, ensuring best practice and effective inter-agency working. I wish to take this opportunity to thank staff from all agencies for their commitment and endeavours in working in this very challenging area of public protection.

MAPPA is a partnership and I hope this report helps to explain how the different agencies involved work together, and how these arrangements operate in Edinburgh, the Lothians and Scottish Borders.

**Judith Tait**  
**Chair Edinburgh, the Lothians and**  
**Scottish Borders Strategic Oversight**  
**Group**

# 2

## 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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On 31 March 2022, the Scottish Government published an updated version of the National MAPPA Guidance, which reflects an on-going programme of revision to take into account new legislation as well as changes in guidance, policy and effective practice.

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.

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 912 registered sex offenders under MAPPA; 92.10% (840) at Level 1; 7.79% (71) at Level 2; and 0.11% (1) at Level 3.

Over the course of this annual reporting year we managed 22 CAT 3 Violent Offenders under MAPPA: 95% (21) at Level 2; and 5% (1) at Level 3.

Over the past year, there have been 59 online 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 3 Level 3 meetings convened during the reporting year, of which 2 meetings related to an RSO and 1 meeting related to a serious risk of harm violent offender.

The 2021/22 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 MAPPAs, involving the exchange of information and drawing on the collective knowledge and expertise of numerous agencies.

The roles and responsibilities in relation to MAPPAs in our local area are outlined below.

During the pandemic agencies have continued to monitor offenders in line within their respective roles and responsibilities taking cognisance of the need to protect the public from serious harm balanced against the prevailing COVID-19 health advice at that time.

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 co-operate' 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 MAPPAs 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 Sexual and Violent Offender Liaison Officer (SAVLO) or Lead Officer, in the justice social work service, who acts as a single point of contact for information relating to registered sex offenders, and violent offenders managed under MAPPA. 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 MAPPAs locally, through being the responsible authority for mentally disordered restricted patients, and in fulfilling its wider duty to co-operate in the management of violent offenders and registered sex offenders.

NHS Lothian has a Public Protection structure (including child protection, adult protection and MAPPAs), which is the responsibility of the Executive Nurse Director at Health Board level. There is a Director for Public Protection, a Clinical Nurse Manager, a MAPPAs Health Liaison Officer, alongside Designated Consultants for MAPPAs (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 Public Protection and to ensure that health issues (including mental health, physical health, staff and patient safety, information sharing) that arise in relation to MAPPAs cases are dealt with appropriately. The Director of Public Protection attends all level 3 MAPPAs meetings; The NHS Lothian Serious Offender Liaison Service (SOLS) representatives attend all level 2 and level 3 MAPPAs meetings; and the Health Liaison Officer attends all level 2 and some level 3 MAPPAs meetings.

The NHS Lothian Serious Offender Liaison Service (SOLS) continues to provide specialist clinical consultation, training, assessment and clinical supervision to support the management of serious violent and sexual offenders being managed in the community. Attendance at all MAPPAs Level 2/3 Meetings is also a core part of this service.

NHS Borders also makes an important contribution to MAPPA. A consultant clinical psychologist from the learning disability service And/or mental health, NHS Borders Public Protection Team provide a representative at all Level 2 meetings (CP/PP Nurse or Nurse Consultant PP), the Associate Director of Nursing for Mental Health, Learning Disability and Older Adults or Nurse Consultant Public protection attend all Level 3 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.

CISSO continues to build towards pre-pandemic levels of client contact and service. 2022 saw the project return to running Moving Forwards: Making Changes (MFMC) groups more consistently from Grindlay Court Social Work Centre, Edinburgh including an adapted group for men with enhanced learning needs. The building and group room have recently been fully refurbished to modernise it and create a safer and more welcoming environment. Feedback from people using the building has been very positive.

Building on the learning from the different ways of working imposed by the pandemic, CISSO have retained their online group, for lower risk men whose offending was technology mediated. This online group is being evaluated through regular surveys of participants and their case-managers.

CISSO has also kept the use of video-calls and telephone calls to clients, when this is assessed as being appropriate. We continue to see clients in West Lothian, one-day a fortnight for MF:MC work and assessments and have reintroduced the "CISSO link person", where a CISSO worker regularly bases themselves in a locality office, to see clients and speak to staff, in East Lothian, Scottish Borders and Midlothian.

As an extension of the routine screening assessments of trauma and mental health that CISSO has now embedded into practice, the team are planning to deliver a Survive and Thrive group, for men with interpersonal trauma who have also offended in a sexual manner, in later Autumn. This is a psychoeducational trauma intervention, looking at increasing understanding of how past interpersonal trauma can impact on current functioning and practical strategies to help people to manage this impact more effectively.

CISSO has also continued to support national training around the Risk Matrix 2000 / Stable & Acute 2007 risk assessment tools and MF:MC facilitator training. Training has used a blended model of online resource packs; virtual delivery and face-to-face. It is anticipated that this blended model of delivery will allow for more flexible training events in the future. Work is now progressing towards resuming other training events, including the Introduction to Sexually Harmful Behaviour 1-day course and MF:MC case-manager training.

CISSO is also supporting a pilot of a new assessment framework developed by the Risk Management Authority for use with men convicted of indecent image related offending. This framework will be used in Edinburgh and East Lothian alongside other pilot areas. Further information about this pilot will soon be published on the Risk Management Authority (RMA) website.

## 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 48 applications under this scheme.

Further information can be found at [Police Scotland Child Safety](#)

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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 on line multi-agency training events. In August 2021, the MAPPA Co-ordinator delivered a presentation on the work of MAPPA to staff from Families Outside, a charity that supports families in Scotland affected by imprisonment. The aim of the training was to enhance understanding of the role of MAPPA, and the impact on families of a registered sex offender.

On 16 March 2022, Edinburgh, the Lothians and Scottish Borders Strategic Oversight Group commissioned an online training event to provide staff with key information relative to the findings and core learning of significant case reviews. The event was attended by staff and managers from all agencies engaged in the management of high risk offenders.

The training was delivered by a Consultant Clinical Psychologist from NHS Lothian SOLS supported by the MAPPA Co-ordinator. This event was well attended and very positive feedback was received

On 23 March 2022, Edinburgh, the Lothians and Scottish Borders Strategic Oversight Group commissioned an online training event to update staff relative to the findings and core learning from local initial case reviews and case file audit undertaken over the previous year. The event was attended by staff and managers from all agencies involved in the management of registered sex offenders. The training was delivered by the Service Manager for Justice Social Work, Scottish Borders Council and the Detective Inspector, Sexual Offences Policing Unit, 'J' Division, Police Scotland. This event was well attended and very positive feedback was received.

### **Developing the use of remote electronic monitoring equipment**

Due to advance in technology the internet can be accessed through a variety of devices. The monitoring of devices is the responsibility of the 'responsible authority'. Where the Parole Board or Court have granted a condition or requirement to monitor an offender's electronic devices for example within a Community Payback Order or a Sexual Offences Prevention Order, ten remote electronic monitoring of their internet enable devices can be considered.

eSafe is managed monitoring service that tracks the individual's use of their I.T. devices to detect signs of inappropriate and/or criminal behaviour. eSafe is only deployed in cases where it is an agreed strategy of the risk management plan. In all cases, installation and monitoring are undertaken with the knowledge of the offender. Where there is an initial detection of a potential offence or breach of the order then the lead agency will be informed. If there are concerns relative to imminent or ongoing contact offending or any concerns relative to a suicide risk or serious self-harm, eSafe will notify the police via the 999 system. Police Scotland and all five local authorities within the Edinburgh, the Lothians and Scottish Borders are developing their use of remote electronic monitoring software.

## 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 2022, there were 77 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.

### **Local Offender Management/ MAPPA Committees**

These local 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. These local committees report to their respective Chief Officer Groups within their local authority area.

### **NHS Lothian Public Protection Action Group (PPAG)**

The main aim of this group is to ensure NHS Lothian discharges its responsibilities for Public Protection including MAPPA. 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. PPAG reports to the NHS Board through the Healthcare Governance Committee.



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# Statistical Information

Unless stated, the statistics recorded are  
for the reporting period 1 April 2021 to  
31 March 2022

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Table 1: General

REGISTERED SEX OFFENDERS (RSO's)	No.
a) Number of: I. at liberty and living in the area on 31 March	732
a) Number of: 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	38

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	77
b) SOPO'S granted by courts between 1 April and 31 March	30
c) Risk of Sexual Harm Orders (RSHOs) in force on 31 March	1
d) Sexual Harm Prevention Orders (SHPOs) in force on 31 March	33
e) SHPOs granted by courts between 1 April and 31 March	1
f) Sexual Risk Orders (SROs) in force on 31 March	0
g) Foreign Travel Orders imposed by the courts between 1 April and 31 March	0
h) Notification Orders imposed by the courts between 1 April and 31 March	2

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

REGISTERED SEX OFFENDERS (RSO's)	No.
a) Number managed between 1 April and 31 March	912
I. MAPPA Level 1	840
II. MAPPA Level 2	71
III. MAPPP Level 3	1
b) Number of Registered Sex Offenders convicted of a further group 1 or 2 crime between 1st April and 31st March:	24
c) Number of RSO's returned to custody for a breach of statutory conditions between 1 April and 31 March (including those returned to custody because of a conviction for a group 1 or 2 crime):	20
d) Number of individuals subject to the SONR indefinite period review process (under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011) between 1 April and 31 March:	32
e) Number of notification continuation orders issued for individuals subject to SONR for an indefinite period (under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011) between 1 April and 31 March:	24
f) Number of RSO's subject to formal disclosure:	3

Table 4: Restricted Patients

RESTRICTED PATIENTS (RP's):	No.
a) Number of RP's 1) Number of RP's "owned" by your Health Board(s) on 31 March 2022 regardless of where they were detained in hospital or living in the community.	52
2) Number of RP's "owned" by your Health Board(s) between 1 April 2021 and 31 March 2022 regardless of where they were detained in hospital or living in the community.	53
b) Number within hospital/ community as at 31 March:	11
1) State Hospital	
2) Other hospital in your area:	30
3) Community (conditional discharge)	11
c) Number managed by MAPPA Level as at 31 March	49
1) MAPPA Level 1	
2) MAPPA Level 2	3
3) MAPPA Level 3	0
d) Number of RP's recalled by Scottish Ministers during the reporting year	1

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

SERIOUS RISK OF HARM OFFENDERS:	No.
a) Number of offenders managed by MAPPA level as at 31 March:	7
1) MAPPA Level 2:	
2) MAPPA Level 3:	1
b) Number of offenders convicted of a further Group 1 or 2 crime:	0
1) MAPPA Level 2:	
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)	6
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	9

Table 6: Registered sex offenders managed in the  
community under statutory conditions and/or  
notification requirements on 31 March 2022

CONDITIONS	NUMBER	PERCENTAGE
On statutory supervision	242	33
Subject to notification requirements only	490	67

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