

# MAPPA

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

ANNUAL  
REPORT  
2023-2024

# **MAPPA**

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

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# 1

# Foreword

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## Foreword

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 Arrangements (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 (RSOs) 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 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.

**Joan Tranent**  
**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 (RSOs) and restricted patients (violent offenders, with a small number of sex offenders). On 31 March 2016, the Scottish Government introduced the risk of serious harm category 3. This category covers persons 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 consider 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 987 RSOs, in the community under MAPPA; 95.24% (940) at Level 1; 4.76% (47) at Level 2; and zero at Level 3.

Over the course of this annual reporting year, we managed 7 CAT 3 Violent Offenders under MAPPA, and all were managed at MAPPA Level 2.

Over the past year, there have been 57 MAPPA Level 2 meetings across Edinburgh, the Lothians and Scottish Borders, which managed RSOs, restricted patients and serious risk of harm violent offenders. We have returned to face-to-face meetings but with the added advantage of attendees being able to join the meeting via MS Teams/Webex, where appropriate. Each Level 2 meeting will consider a number of individuals.

The 2023/24 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, as well as 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 RSOs who are not subject to any other form of statutory supervision. These duties are conducted in partnership with all responsible authorities and 'duty to co-operate' agencies.

The local authority is the responsible authority for RSOs 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 RSOs 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 develop plans for the risk management and supervision of offenders in collaboration with other agencies. 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 offender's 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 (SAVOLO) or Lead Officer in the justice social work service who acts as a single point of contact for information relating to RSOs and violent offenders managed under MAPPA. They are responsible for chairing risk management case conferences and consulting with other agencies as appropriate.

Local authority housing Sexual Offending Liaison Officers (SOLOs) are responsible for offenders' access to housing. This includes accessing temporary accommodation and identification of suitable permanent housing.

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

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
- » consulting 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 a significant 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 RSOs.

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 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. During the reporting year SOLS completed 30 case discussions with frontline staff from social work and police responsible for the management of the individual concerned. There were 36 referrals to their service by social work and police, which led to 9 full risk assessments being completed on those individuals deemed to present a serious risk of harm to the public.

NHS Borders also makes an important contribution to MAPPAs. NHS Borders continues to work collaboratively with MAPPAs partners to ensure appropriate, relevant, and proportionate responses to information sharing requests to support the management and assessment of risk.

The Single Point of Contact (SPOC), with operational responsibility for dealing with MAPPAs health information requests is the Nurse Consultant Public Protection or a member of the NHSB Public Protection Nursing Team. MAPPAs Level 2 meetings are attended by a representative from the NHSB Public Protection Nursing Team.

There may also be representation provided from the Learning Disability Forensic Team and/or Mental Health Psychology services dependent on whether this is a concern relative to a learning disability, mental illness, or addiction. MAPPAs Level 3 meetings will be attended by NHSB Strategic Lead and/or Nurse Consultant for Public Protection. NHSB Chief Executive and Nursing Director will be made aware of these meetings and will be asked to attend where appropriate.



## Community Intervention Services for Sex Offenders (CISSO)

This service continues to support partner agencies in the risk management of people with sexual convictions 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 provided a service to 84 people in 2023/24, with 70 new referrals to the project.

Pending the planned national roll-out of Moving Forwards 2 Change (MF2C), CISSO has continued to deliver its forerunner, Moving Forwards Making Changes (MFMC), including an adapted MFMC group for men with enhanced learning needs. Other group-based programmes delivered include lower-intensity interventions for men whose offending was technology mediated, as well as Survive and Thrive, for men with interpersonal trauma. This is a psychoeducational 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 working with people with sexual offending. This Community Justice Scotland coordinated training takes a tiered approach starting

with the delivery of a 1 day introductory course (Introduction to Sexually Harmful Behaviour), which may be followed by training in specialist risk assessment tools (the Risk Matrix 2000 / Stable & Acute 2007) as well as MFMC case-manager / 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.

## 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 51 applications under this scheme. Further information can be found at: [Sex Offender Community Disclosure Scheme Form | Police Scotland](#)

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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 June 2023, we facilitated a workshop for representatives from HMP Edinburgh, which included officers from SPS and prison based social work. The workshop focussed on information sharing, multi-agency decision making and the importance of collaboration, as individuals progress from prison to the community.

In October, November and December 2023, Edinburgh, the Lothians and Scottish Borders Strategic Oversight Group commissioned a series of workshops across our five local authority areas for frontline staff, team leaders and managers from Justice Social Work and Police Scotland Sexual Offences Policing Unit, to discuss their role and responsibilities in terms of undertaking and completing a MAPPA Level 2 Risk Management Plan. These workshops also discussed learning and considered the key recurring themes from Significant Case Reviews and local case files audits.

In January 2024, Scottish Borders Justice Social Work and local SOPU facilitated a workshop to familiarise Level 2 panel members with the operational management of RSOs within the Scottish Borders. This focused on a better understanding of the levels at which individuals are managed, risk assessment tools and decision making and targeted interventions. This training was attended by Health, Housing and Social Work colleagues.

On a quarterly basis, each of our local authority areas undertook either a Level 2 or a Level 1 case files audit to identify learning and improve our practice. This resulted in 16 Level 2 cases, and 48 Level 1 cases being subject of review. In the main, these audits identified several areas of strength around inter agency working, information sharing, risk assessment and risk management planning. These reviews also identified recurring themes in terms of good practice and areas for improvement which were highlighted to frontline staff and team leaders.

On the conclusion of each audit a report was presented to senior managers to consider the actions raised as a result of any identified learning.

### **MAPPA High Risk Annual Review Process**

Since the introduction of MAPPA, certain individuals have been assessed by SOLS as presenting a long-term risk of serious harm. These individuals are few in number and all agencies whether active in their management or not, ensure attendance at meetings so they are alert to the risks these individuals present. The individuals subject to the MAPPA High Risk Annual Review will present levels of risk that warrant continued regular external management and oversight by the Level 2 Panel.

Where an individual remains at Level 2, the reviews will be in accordance with the MAPPA Guidance Level 2 process.

Where an individual is reduced to Level 1, then a yearly automatic review at Level 2 will be implemented to ensure ongoing managerial oversight by the Level 2 Panel. On 31 March 2024, there were 11 individuals who were subject of this local process.

### **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, then remote electronic monitoring of their internet enable devices can be considered.

eSafe is a 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 individual. 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 individual's behaviour, provides a power

of arrest if breached and enhances the police role in managing such individuals. 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 individuals, the existence of a SOPO is enough to provide structure to their daily life, through which they may avoid further offending. On 31 March 2024, there were 60 SOPOs in place in our area.

### **Developing the use of Sexual Harm Prevention Orders (SHPO)**

On 31 March 2023 section 10 to 40 of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016 was commenced. This new order has a lower risk threshold and will replace the SOPO, though these remain in force until the order ends. The threshold for a SOPO is a risk of serious sexual harm whereas the threshold test for a SHPO is a risk of sexual harm. This means they can be applied for in a wider range of circumstances but also prohibit an individual from doing anything described in the order. On 31 March 2024, there were 50 SHPOs 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**

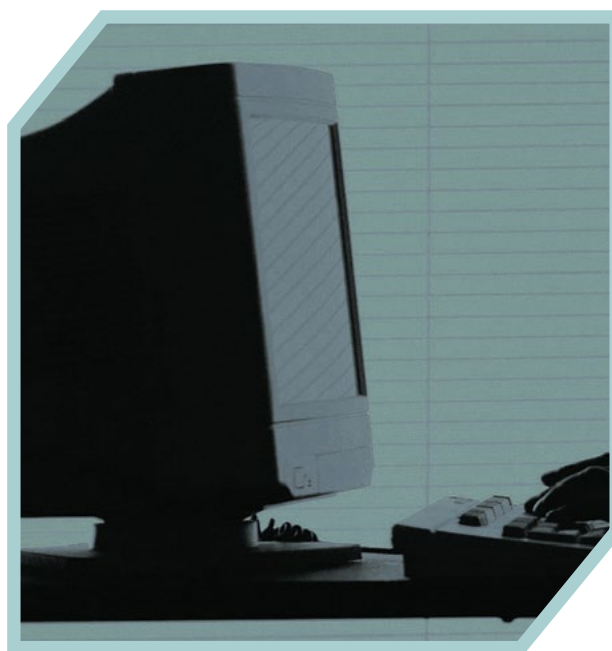
This multi-agency operational group supports the work of the Strategic Oversight Group. Its remit is to share learning, develop best practice and ensure consistency of practice.

### **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.



# 6

# Statistical Information

Unless stated, the statistics recorded are  
for the reporting period 1 April 2023 to  
31 March 2024

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**Table 1: General**

REGISTERED SEX OFFENDERS (RSOs)	No.
a) Number of: I. at liberty and living in the area on 31 March	812
a) Number of: II. per 100,000 population on 31 March	79
b) The number having a notification requirement who were reported for breaches of the requirements to notify	37

**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	60
b) SOPOs granted by courts between 1 April and 31 March	2
c) Risk of Sexual Harm Orders (RSHOs) in force on 31 March	1
d) Sexual Harm Prevention Orders (SHPOs) in force on 31 March	50
e) SHPOs granted by courts between 1 April and 31 March	18
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	6

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

REGISTERED SEX OFFENDERS (RSOs)	No.
a) Number of RSOs managed by MAPPA level as of 31 March:	812
I. MAPPA Level 1	804
II. MAPPA Level 2	8
III. MAPPP Level 3	0
b) Number of Registered Sex Offenders convicted of a further group 1 or 2 crime between 1 April and 31 March:	39
c) Number of RSOs 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):	17
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:	44
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:	28
f) Number of RSOs subject to formal disclosure:	8

**Table 4: Restricted Patients (RPs)**

RESTRICTED PATIENTS (RPs):	No.
1) Number of RPs	
a) The Health Board(s) in your MAPPA region had responsibility for on 31 March 2024	50
b) The Health Board(s) in your MAPPA region had responsibility for during the reporting year (1 April 2023 to 31 March 2024)	52
2) Number within hospital/ community as of 31 March:	
a) State Hospital	11
b) Other hospital in your area:	27
c) Community (conditional discharge)	12
3) Number managed by MAPPA Level as of 31 March	50
1) MAPPA Level 1	0
2) MAPPA Level 2	0
3) MAPPA Level 3	0
4) Number of RPs recalled by Scottish Ministers during the reporting year	0

**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 of 31 March:	
1) MAPPA Level 2:	2
2) MAPPA Level 3:	0
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)	3
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	7

**Table 6: Registered sex offenders managed in the community under statutory conditions and/or notification requirements on 31 March 2024**

CONDITIONS	NUMBER	PERCENTAGE %
On statutory supervision	250	30.78
Subject to notification requirements only	562	69.22

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**POILEAS ALBA**

