

Multi-Agency Public Protection Arrangements (MAPPA) in Scotland:

National Overview Report 2019/2020

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1.0 Background

The Multi-Agency Public Protection Arrangements (MAPPA), are a set of statutory partnership working arrangements introduced in 2007 under [Section 10 of the Management of Offenders etc. \(Scotland\) Act 2005](#) (the 2005 Act).

The purpose of MAPPA is public protection and the reduction of serious harm. In Scotland MAPPA brings together the Police, Scottish Prison Service (SPS), Health and the Local Authorities, in partnership as the Responsible Authorities, to assess and manage the risk posed for certain categories of offender:

- Sex offenders who are subject to notification requirements under the Sexual Offences Act 2003;
- Mentally disordered restricted patients; and
- Other individuals who by reason of their conviction are assessed by the Responsible Authorities as posing a risk of serious harm to the public

A number of other agencies are under a duty to co-operate with the Responsible Authorities and include housing providers, the voluntary sector and the Children's Reporter.

MAPPA is supported by the Violent and Sex Offender Register (ViSOR). This is a UK-wide IT system which facilitates inter-agency communication and ensures that the Responsible Authorities contribute, share and securely store critical information about individuals subject to MAPPA. It improves the capacity to share intelligence and supports the immediate transfer of key information when these individuals move between areas.

Responsible Authorities fulfil their statutory duties by jointly preparing and publishing MAPPA annual reports. Each of these reports can be viewed on Local Authority websites as included at Appendix A and cover the reporting period - 1 April 2019 to 31 March 2020.

This report covers the thirteenth year of MAPPA in operation in Scotland and provides an overview of the main national developments in relation to MAPPA as a result of work conducted by the Scottish Government, and its partners. The statistics provided at Appendix B are an aggregate of data collated via the 10 MAPPA areas.

2.0 The National Picture

The Initial Impact of the Covid-19 Pandemic

Scotland's Multi Agency Public Protection Arrangements are an excellent example of joint working between justice partners which is driven by the shared aim of managing individuals who present a risk of serious harm and ensuring that the protection of the public remains paramount.

This was clearly evidenced towards the end of this year's reporting period during the COVID-19 pandemic and the subsequent Government restrictions that were put in place to manage the spread of the virus, which impacted on the way in which MAPPA operated across the country.

This notwithstanding, Scotland's Responsible Authorities and duty to cooperate agencies were fast to respond and a series of contingency measures were urgently put in place to enable MAPPA partners to continue to work together, to focus on risk management and continued protection of the public.

Nationally MAPPA has seen a number of developments in the past 12 months and work continues to deliver future improvement to the arrangements.

3.0 A summary of this work includes:

The Management of Offenders (Scotland) Act 2019

[The Management of Offenders \(Scotland\) Act 2019](#), passed by the Scottish Parliament and received Royal Assent on 30 July 2019, provides a legislative basis for enhanced electronic monitoring capabilities including GPS & remote substance monitoring. However, the underpinning legislation around electronic monitoring will not be changing immediately. The new electronic monitoring contract commenced 1 April 2020 and any new use or technological capabilities will be commenced and will start at some point within the new 5 year contractual period.

The electronic monitoring service from April 2020 will initially just be the same radio frequency service that currently exists. The new electronic monitoring contract sets out at a contractual level some specific reporting timescales for MAPPA cases, which in most cases are not applicable as individual protocols are in place. To ensure any reporting timescales are tailored to the individual these protocols must provide clear and full instructions on what should happen in the event that there is an inability to monitor and be kept under review to ensure any instructions are current and risk based.

National Accommodation Strategy for Sex Offenders (NASSO)

A revised [strategy](#) was published on 20 September 2019. This followed a review involving NASSO and MAPPA practitioners of how the NASSO's key principles were being applied in practice.

The revised strategy was issued to all the Responsible Authorities, Local Authority, Heads of Housing and Chief Executives of Registered Social Landlords. It was also discussed and publicised at Sex Offender Liaison Officer (SOLO) and Registered Social Landlord Link Officer Forums.

In June and October of 2019, respectively, the Registered Social Landlord Link Officer and SOLO Forums facilitated by Scotland's Housing Network considered the issue of information sharing. At the end of these sessions it was agreed that guidance be developed to cover the commonly recurring questions around information sharing between Link Officers and SOLOs. A working group met in February 2020 and the completed guidance is due to be published during 2020 and will complement the revised NASSO strategy.

Scoping work to develop a national inter-authority placement protocol for the housing of Registered Sex Offenders (RSOs) will progress in early 2021.

4.0 Risk Management Authority

Risk Practice Course

Through 2019/2020, the [Risk Management Authority](#) (RMA) has continued to deliver 'Fundamentals of Risk Practice' training to Justice Social Work staff and Police Offender Management Officers. One course was delivered to 24 Justice Social Workers bringing the total number of staff trained to 592. A second course was scheduled for March 2020 but had to be cancelled due to COVID-19. Two courses were delivered to 43 Police Offender Management Officers and a total of 318 staff have now been trained. The course is intended to support risk assessment and management practice for individuals who present a risk of serious harm. Ongoing evaluation of the training indicates a significant increase in confidence and knowledge across the training.

The training for Justice Social Workers has been developed further and there is now a requirement for attendees to submit a Risk Management Plan (RMP) for post-training evaluation and feedback. This was introduced from the October 2019 training course. To successfully complete the training course, trainees must submit an RMP which must be evaluated as meeting the required standard. The purpose of this is to support the transfer of learning from training to practice.

The RMA have also worked with the Scottish Prison Service to design and deliver training on the case management of individuals subject to an Order for Lifelong Restriction (OLR). One course was delivered in September 2019 to 25 case managers.

Internet Practice Model

In response to the [Joint Thematic Review of MAPPA in Scotland](#), the RMA completed a literature review, which examined the risk posed by internet offenders. This has informed the development of a practice model which aims to support decision-making with regard to the assessment of internet offenders. A multi-agency working group has been convened featuring representation from Social Work, Police, academia and Scottish Government. The working group will support the development, piloting and evaluation of the model. The project is currently in the development phase and work is ongoing to finalise the development of the model and plan for the pilot. This work aims to fulfil the Joint Thematic Review's recommendation for practice guidance to be developed on the assessment of risk posed by internet offenders.

5.0 ViSOR

ViSOR is the Home Office's recognised IT system designed to support MAPPA by assisting co-operative working between the Responsible Authorities in their joint management of individuals subject to the arrangements. It is an important intelligence and secure information sharing tool in relation to these individuals and is the agreed system used by Scotland's MAPPA Responsible Authorities in accordance with the [MAPPA National Guidance 2016](#) and under the duty to cooperate, both of which are underpinned by the [Management of Offenders etc \(Scotland\) Act 2005 - Section 10](#).

The Scottish Government has worked with the Responsible Authorities to consider and develop solutions to issues which impact on the effective and efficient use of this multi-agency information sharing system, including through the Short Life Working Group where we continue to explore with national partners where further support is required.

This Group met three times within the reporting period and gave consideration to the following key issues regarding the system:

- Accessibility;
- Usability; and
- Vetting.

The Group considered how best to address these and the option of engaging with local authorities to deliver national multi-agency raising awareness events was discussed. It was agreed that a detailed myth-busting leaflet about ViSOR may also be helpful. However, in light of the Covid-19 pandemic this work had to be paused.

6.0 The Scottish Prison Service (SPS)

The Scottish Prison Service (SPS) is committed to protecting the public from harm as a Responsible Authority in the operation and governance of the MAPPA.

The risk assessment and management of individuals in custody who are subject to release on licence is carried out in partnership with Local Authority Justice Social Workers, through an enhanced version of the Integrated Case Management (ICM) process.

Such individuals are risk assessed, using a structured professional judgement approach informed by a variety of risk assessment tools. For certain individuals, a Psychological Risk Assessment may be carried out by SPS Forensic Psychologists and used to inform ICM case conferences and at key points in a person's time in custody, to share information and inform action plans.

SPS establishments work in partnership with MAPPA coordinators, prison and community based Justice Social Work Teams and Police Scotland Offender Management Units.

SPS is represented on the MAPPA National Strategic Group, MAPPA Development Group and short-life working groups established to progress the future delivery of MAPPA. Prison Governors also contribute to and attend local Strategic Oversight Groups.

A summary of SPS activity in 2019-2020 includes:

Ensuring all internal practitioners and stakeholders are aware of relevant policy and guidance including:

- Updated Victim Notification Scheme which expands the opportunity to make representations in relation to Temporary Release, (April 2019); and
- Advanced Risk training provided to Senior Psychologists across 2019-20.

Progressing all actions relating to Significant Case Review (SCR) Recommendations including:

- Working closely with the Scottish Government in continuing to review processes relating to First Grant of Temporary Release applications, in order to strengthen focus on: Risk Assessment, Analysis, suitability of Risk Management Plans and assurance.
- SPS appointed an external, experienced prison operator to review implementation of the 2018 revision to policy and guidance for Risk Management, Progression & Temporary Release in order to identify improvements and ensure consistency in application.

Programme Delivery

SPS delivered **239** completions of its range of offending behaviour programmes to individuals who were assessed as eligible and motivated to participate.

In line with Public Health guidance related to Covid-19, SPS took the decision to temporarily suspend offending behaviour programmes from 20 March 2020. At this

point, there were 57 people in custody actively engaged in programme work. Further completions were expected from this work by the end of March 2020, which would have increased the overall total number of completions detailed in the following table:

Programme	Target Risk	Number of Completions
Moving Forward: Making Changes	Sex Offending	34
Self-Change	Instrumental Violence	26
Discovery	Violence	51
Constructs	Problem solving & consequential thinking	43
Pathways	Drug & Alcohol Misuse	79
Youth Justice	Youth Offending	6
Total		239

SPS are represented on the Scottish Government Moving Forward Making Changes (MF:MC) National Advisory Board, along with a number of other national partners with expertise in this area. Further to last year's report, work continues on the redesign of the MF:MC Programme. All MF:MC programme completions annotated in the above table were delivered to the standards in place when the programme was subject to accreditation.

SPS also offers a range of other opportunities and supports to people in custody to help them build their strengths and address their needs in preparation for release. Such supports are assessed on an individual basis and can include substance misuse treatment, assistance with mental health, vocational and academic education to increase job readiness, and support with family matters such as parenting and relationships. There is a specific intervention for young adult men and a separate specific intervention for female offending.

As a consequence of Covid-19 restrictions, access to Offending Behaviour Programmes will likely be delayed and an increase in associated waiting lists is anticipated over the coming months. SPS recognises the significant challenge this presents and is actively working on recovery planning for Offending Behaviour Programmes.

7.0 Health

NHS Boards have a dual role under MAPPa and are both a Responsible Authority and a Duty to Co-operate Agency under [Section 10\(3\) of the 2005 Act](#). As a Responsible Authority, Health Boards are the lead agency for the management of

restricted patients. This means they are responsible for both clinical care and risk management of restricted patients in accordance with the MAPPA National Guidance. This also extends to providing data to the MAPPA co-coordinators for publication in the local annual report about the number of restricted patients in each Health Board Area. NHS Boards also have a responsibility to contribute to MAPPA strategic planning. Each Board has a nominated senior manager who will represent the Board at the strategic MAPPA meetings.

As a Duty to Co-operate Agency, NHS Boards also have a responsibility to share risk relevant information about individuals subject to MAPPA. Each Board has a MAPPA health liaison officer who has responsibility for this. The MAPPA health liaison officer will also represent the Health Board at MAPPA meetings and as well as sharing health information that is relevant to risk, will also manage risk relevant information that is provided to them by other MAPPA partners. This information is then used to ensure that risk is considered and, when appropriate, managed within a healthcare setting.

In addition, the Scottish Government continues to provide funding to the Forensic Mental Health Services Network (the Forensic Network) to support engagement by the NHS with MAPPA. The Forensic Network, through the Lead for Serious and Violent Offenders, supports the NHS MAPPA work in a number of ways. These include attendance at National Strategic meetings on behalf of Health, chairing regular meetings with MAPPA Health liaison colleagues and advising on a range of MAPPA related projects. The MAPPA health liaison practitioners meet to share good practice, for example the development of a MAPPA digital learning package and to review developments relating to the health role in MAPPA and provide co-ordinated feedback on consultations.

The Forensic Network also supports the MAPPA Clinical Forum, an annual practitioner forum which has the objectives of Networking, Education, Operations and Policy. The forum provides a vehicle for services to consider areas within MAPPA practice that might require guidance and a shared approach, as well as providing the opportunity to network and share good practice. The Forensic Network Lead, along with other health colleagues, also supports MAPPA partners through the development and delivery of training and also research.

The Independent Review into the Delivery of Forensic Mental Health Services

The Independent Review into the Delivery of Forensic Mental Health Services is, amongst other issues, reviewing the provision of forensic mental health services to support the ongoing assessment and management of high risk offenders (violent and sexual) managed under MAPPA in the community.

The review recently published an [interim report](#) setting out what people told it during its call for evidence). The next phase is to consider its recommendations in light of the evidence it has gathered. The review is expected to report by the end of January 2021.

8.0 Police Scotland

Police Scotland work in partnership with other Responsible Authorities and Duty to Co-operate Agencies to provide effective and efficient management of RSOs and Other Risk of Serious Harm individuals. This is achieved through consistent practice, enhancing and developing new and existing partnerships to manage the inherent risks and challenges posed by these individuals, and exploring where newly available technology can, where appropriate, support management of this group to manage and mitigate risk.

During this reporting year Police Scotland procured mobile forensic examination hardware and software to provide a consistent and effective means of examining internet capable devices of RSOs, providing a higher quality of information to inform risk management decision making.

Given advances in technology and an increase in cyber enabled offending, Police Scotland has employed improved Remote Monitoring Software, providing expert behavioural analysis and risk assessment as well as real-time monitoring. This allows immediate intervention where an individual is deemed to be at risk of sexual harm from a managed RSO.

Working in collaboration with partner agencies and third sector organisations, Police Scotland has reviewed and developed national training delivered to all Offender Management officers, to assist in the management and policing of RSOs and Other Risk of Serious Harm individuals.

To maintain a high level of consistency in Stable and Acute 2007 (SA07) risk assessment scoring, Police Scotland has developed an annual online refresher training package to supplement the initial and triennial SA07 multi-agency training programmes.

Although the proportion of RSOs convicted of further offending remains low, to ensure the continued identification and mitigation of threat, risk and harm, Police Scotland has initiated a robust quality assurance process to improve identification and sharing of learning opportunities following reoffending.

Police Scotland National Systems Support

Police Scotland National Systems Support (NSS) also provides support to every Local Authority, Scottish Government Mental Health Division and SPS in their access to, and use of ViSOR. Within NSS, this support is provided by a Police Sergeant and a National System Supervisor. In addition to these dedicated Scottish Government funded roles, NSS provides further ViSOR support by way of the Head of NSS, National System Manager and Administrator assistance. Police Scotland ICT also provides additional technical support in deploying, maintaining and updating ViSOR terminals across Scotland.

The support provided by NSS is primarily focused on promoting and facilitating ViSOR usage across the Responsible Authorities and includes, but is not limited to:

- the provision and delivery of accredited bespoke ViSOR training for all Scottish users;
- regularly meeting with Local Authority ViSOR users to discuss current issues in relation to ViSOR and provide advice and support at a local level in an effort to increase ViSOR usage;
- manage and coordinate all Scottish ViSOR change requests from initiation to implementation providing appropriate support and advice as required throughout, including facilitation of Home Office User Acceptance Testing; and
- facilitate and support the setting of nationally agreed Standards for Scottish individuals managed under MAPPA to be read and adhered to in conjunction with the ViSOR National Standards.

9.0 Sex Offender Community Disclosure Scheme (Keeping Children Safe)

The [Sex Offender Community Disclosure Scheme](#) (Keeping Children Safe) scheme was introduced across Scotland in 2011 and is managed by Police Scotland.

The scheme enables parents, carers or guardians to make a formal request for information about a named person who may have contact with their child if they are concerned that he or she may be a risk to their child's safety and wellbeing.

A review of the process was carried out in 2017 following which an online application form was developed to provide more accessibility.

In 2019/20 the total number of applications received by Police Scotland was 296 (an increase of 17 on the previous year) of which 241 were online (an increase of 50 on the previous year). Each application is carefully reviewed and risk assessed by specialist officers within Police Scotland.

Over 2019/20, 40 of the 296 applications related to RSOs. As a consequence, a total of 18 disclosures were made to parents, carers, or guardians.

If the person subject of the application has been convicted of a sexual offence against a child; has a conviction for, or information is held by the police which is assessed may put a child's safety at risk, then consideration must be given to sharing information with the parent; carer or guardian which is necessary and proportionate to enable them to protect the child. In cases where the police believe that an individual does pose a risk to the child concerned, discussions will take place with partner agencies and steps agreed and progressed to ensure the child's safety. Where applicable, relevant information is provided to the child's parent, carer, or guardian.

Where disclosure is not considered necessary and proportionate, the police will give the parent, carer, or guardian advice about keeping their child safe and will make sure they are aware of the available supports.

Police Scotland provides governance and coordination for the scheme to ensure it is publicised widely and embedded in national police training.

10. MAPPA National Guidance

The Scottish Government is in the process of updating the MAPPA National Guidance in collaboration with key justice partners and stakeholders. It is intended that this will help to bring greater clarity to MAPPA procedures

Should you have any query in relation to this report please contact:

Community Justice Division
Scottish Government
St Andrew's House
Regent Road
Edinburgh
EH1 3DG

Appendix A: MAPPA - website addresses

Fife

www.fifedirect.org.uk/

Forth Valley

www.clacks.gov.uk/community/ccjp/

www.falkirk.gov.uk/services/people-communities/community-justice.aspx

<https://sc-public.azurewebsites.net/social-care-health/criminal-justice-social-work/>

Glasgow

www.glasgowcity.hscp.scot/

Lanarkshire

www.northlanarkshire.gov.uk/

www.southlanarkshire.gov.uk/

Lothian and Border

www.midlothian.gov.uk/

www.scotborders.gov.uk/MAPPAreport

www.westlothianhchp.org.uk/article/3073/Risk-Assessment-and-Management

<https://www.edinburgh.gov.uk/crime>

www.eastlothian.gov.uk/mappa

Grampian

<http://www.ouraberdeenshire.org.uk/our-priorities/aberdeenshire-community-justice-partnership/mappa/>

Highlands and Islands

www.highland.gov.uk

www.orkney.gov.uk/Service-Directory/S/criminal-justice-team.htm#MultiAgency

<https://www.shetland.gov.uk/social-care-health>

North Strathclyde

www.argyll-bute.gov.uk

www.eastdunbarton.gov.uk

www.eastrenfrewshire.gov.uk

www.inverclyde.gov.uk

www.renfrewshire.gov.uk

www.west-dunbarton.gov.uk

South West Scotland

www.south-ayrshire.gov.uk

<https://www.dgppp.org.uk>

www.north-ayrshire.gov.uk

www.east-ayrshire.gov.uk

Tayside

www.Angus.gov.uk

www.PKC.gov.uk

www.dundeecity.gov.uk

Appendix B: MAPPA National Data

This Appendix outlines patterns in information on Registered Sex Offenders (RSOs) extracted from the ViSOR database on 31st March of each year. This provides a snapshot at a point in time.

Numbers of Registered Sex Offenders in Scotland, 2019 to 2020

Category	2019	2020
RSOs in custody and at liberty on 31 March	5,629	5,905
RSOs at liberty on 31 March	4,218	4,453
RSOs at liberty managed at Level 1 on 31 March	4,104	4,335
RSOs at liberty managed at Level 2 on 31 March	112	115
RSOs at liberty managed at Level 3 on 31 March	2	3
RSOs reported for breaches of notification	303	344
RSOs convicted of a further group 1 or 2 crime*	112	97
RSOs wanted on 31 March	15	17
RSOs missing on 31 March	0	0

***Group 1 and 2 crimes** - Group 1 relates to non-sexual crimes of violence and group 2 relates to sexual crimes.

On 31 March 2020, there were **5,905** RSOs in Scotland who were either in custody or at liberty and being managed in the community. The total number of RSOs has increased by **5%** compared with 2019 when there were **5,629** recorded.

The [National Statistics on Recorded Crime in Scotland, 2019-20](#), published in September 2020, illustrated that sexual crimes accounted for **5%** of all crimes recorded in Scotland in 2019-20. The report states that sexual crimes recorded by the police fell in 2019-20, down by **1%** from **13,547** in 2018-19 to **13,364** in 2019-20.

On 31st March 2020 over three quarters of RSOs (**75% or 4,453 RSOs**) were in the community being managed, with the vast majority (**97% or 4,335 RSOs**) of these being managed at Level 1. The remaining **118**, or **3%**, were being managed at level 2 or level 3.

The proportion of RSOs who have been convicted of a further Group 1 or 2 crime has decreased in the last year (**1.6%** in 2019-20 compared to **1.9%** in 2018-19). These convictions include offences detected as a result of proactive management and effective policing by the partner agencies. When individuals managed under MAPPA commit further serious crimes, the significant case review process remains in place, which examines the management arrangements for the individual and identifies areas of learning and improvement for future policy and practice.

In 2019-2020, **94.2%** of RSOs complied with their notification requirements under the Sexual Offences Act 2003. The proportion of RSOs who failed to comply with their notification requirements has fluctuated at around **6%** for the last five years.

Sex Offender Notification Requirements are robustly policed so that those who breach their terms are identified at the earliest opportunity. The RSO can receive a maximum penalty of 5 years' imprisonment for failing to comply with notification requirements.

Wanted and Missing Registered Sex Offenders:

A Missing person is defined as anyone whose whereabouts is unknown and:

- where the circumstances are out of character; or
- the context suggests the person may be subject to crime; or
- the person is at risk of harm to themselves or another.

A Wanted Registered Sex Offender is defined as those who are subject to the notification requirements of the Sexual Offences Act 2003 and who have a live warrant in force.

In March 2020, 16 of the 17 Wanted RSOs were assessed as having left the UK with no indication they have returned. Police Scotland treat all missing and wanted RSOs with the utmost seriousness and will carry out thorough enquiries to trace their whereabouts and to re-establish the management required to protect the public. On all occasions a Senior Investigating Officer of a rank no less than Inspector will be appointed to lead these investigations. Up to date figures are available via the [Police Scotland website](#).



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