

Multi-Agency Public Protection Arrangements (MAPPA) in Scotland

**National Overview Report
2016 / 17
Scottish Government**

October 2017

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 purpose of MAPPA is public protection and the reduction of serious harm. In Scotland the 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.
- Other offenders who are assessed by the Responsible Authorities as posing a risk of serious harm by reason of their conviction.

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 MAPPA offenders. It improves the capacity to share intelligence and supports the immediate transfer of key information when offenders move between areas.

Since the commencement of the Community Justice (Scotland) Act 2016 in April 2017, MAPPA continues to operate under the same arrangements and partners, utilising the boundaries of the former eight Community Justice Authorities (CJAs).

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 2016 to 31 March 2017.

This report covers the tenth 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 CJAs.

2.0 The National Picture

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 Joint Thematic Review of MAPPA in Scotland – Progress Review

The MAPPA Thematic Report was published on 26 November 2015 and along with 10 recommendations made positive comments about the effective and critical contribution MAPPA makes to keeping people and communities safe.

The Scottish Government, Responsible Authorities and Strategic Oversight Groups (SOGs) collaborated and produced a National Action plan in response to the recommendations to effectively deliver and capture progress. This Action plan is embedded in core business, with the Scottish Government and Responsible Authorities taking responsibility for effective delivery.

On 29th June 2017, Her Majesty’s Inspectorate of Constabulary in Scotland (HMICS) and the Care Inspectorate published a Progress Review which reported that:

“MAPPA has transformed the way agencies work together to manage risks, with very strong relationships between the police and social workers.”

The Progress report identified a positive approach had been taken to the National Action plan and HMICS and the Care Inspectorate will continue to monitor its on-going implementation.

Both the full and Progress reports can be found at:

[Joint Thematic Review of MAPPA in Scotland - November 2015](#)

[Joint Thematic Review of MAPPA in Scotland - Progress Review 2017](#)

The Scottish Government has provided funding to Police Scotland for the development of an analytical product examining the Scottish registered sex offender population. The analysis of such trend data will enable the National Strategic Group (NSG) to better assess the efficiency and effectiveness of current sex offender management policies and inform future planning of MAPPA in Scotland.

4.0 Extension of MAPPA to other risk of serious harm offenders

The Scottish Government extended the scope of MAPPA from 31 March 2016 to include offenders who are assessed by the Responsible Authorities as posing a risk of serious harm which requires an active multi-agency response to protect the public.

The current 2016 MAPPA guidance details identification criteria which was developed in consultation with the Responsible Authorities and MAPPA practitioners to ensure a focused application of the new category and applied, where evidence suggests, that a formal multi-agency approach is a proportionate response to the level of risk posed by certain offenders.

As of 31st March 2017, 34 offenders were subject to the other Risk of Serious Harm category and implementation has been effectively progressed in each of Scotland’s

9 MAPPA areas, overseen by SOGs and supported by the work of a National MAPPA Development Group. The extended arrangements have provided the Responsible Authorities with the ability to bring targeted expertise from multi-agency partners which are specific to those cases that require formal risk management, ensuring that resources are focused on those who present the greatest potential risk to communities.

The Scottish Government continued to provide funding to facilitate the delivery of the Risk Management Authority's (RMA) Fundamentals of Risk Practice Course throughout 2016/17, which supports partnership practices in the identification and management of risk of serious harm.

The training which is delivered to Criminal Justice Social Workers and Offender Management Police Officers strengthens risk assessment and management practice developing consistent forms for multi-agency risk management plans which are incorporated in the MAPPA Guidance and support the national Framework for Risk Assessment, Management and Evaluation (FRAME).

For more information on FRAME visit the RMA website at:
<http://www.rmascotland.gov.uk/frame/>

5.0 ViSOR

The Scottish Government has continued to work with the Responsible Authorities to improve Local Authority usage of 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.

The Scottish Government in partnership with the Responsible Authorities has developed and supported the implementation of the ViSOR National Action plan to overcome barriers to the effective and efficient usage of ViSOR by Local Authorities as highlighted in the 2015 MAPPA Thematic Report.

During 2016/17, work has been carried out to deliver consistent communication with Local Authorities on the operational benefits of using the system and the process and importance of vetting. This includes the development of an information leaflet and a series of engagement events across the country for front-line ViSOR users, line managers and Chief Social Work Officers.

Local Authorities are encouraged to explore and engage with Police Scotland to re-locate terminals supporting improved and more efficient access for users.

Positive engagements with Social Work Scotland and Chief Social Work Officers has led to Local Authorities working towards the production of Local ViSOR Improvement plans which will aim to address and support localised solutions to improve ViSOR usage.

Future developments to further modernise the ViSOR system and improve connectivity with agencies' other case management systems is also being considered and will contribute to future improvement of information sharing practice within MAPPA.

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

Such offenders are risk assessed by Prison Based Social Workers, using a structured professional judgement approach informed by a variety of risk assessment tools approved by the RMA. For certain offenders, a Psychological Risk Assessment may be carried out by SPS Forensic Psychologists and used to inform ICM case conferences and at key points in an offender's sentence, to share information and inform individual action plans.

SPS establishments work in partnership with MAPPA coordinators, prison and community based Criminal 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. SPS have representation on Police Scotland's Offender Management Working Group and Prison Governors will contribute and attend Strategic Oversight Groups.

A summary of SPS activity in 2016-17 includes:

MAPPA Other Risk Of Serious Harm category

Where the ICM case conference provides evidence and assesses that the risk posed by a person in custody meets the criteria for inclusion, a referral will be submitted to consider inclusion in the MAPPA arrangements.

ViSOR

SPS continues to support and maintain a dedicated central ViSOR team located within its Public Protection Unit. The team has 3 ViSOR terminals which are used to keep the records of MAPPA eligible offenders up to date with key information which is shared with other Responsible Authorities to assist and contribute to the on-going assessment and management of risk.

MAPPA Presentation to SPS Heads of Offender Outcomes

In November 2016, representatives from Scottish Government and the RMA delivered presentations and provided guidance on the completion of MAPPA related risk assessment documents.

Integrated Case Management (ICM) Coordinators Awareness Day

Also in November 2016, the ICM MAPPA Coordinators attended a comprehensive engagement session which focussed on roles, responsibilities and effective delivery of MAPPA in SPS working in close partnership with the other Responsible Authorities.

Programme Delivery

SPS delivered a total of **425** completions of its range of offending behaviour programmes to offenders who were assessed as eligible and motivated to participate:

Programme	Target Risk	Number of Completions
Moving Forward: Making Changes	Sex Offending	66
Self-Change	Instrumental Violence	18
Controlling Anger & Regulating Emotion	Violence	70
Constructs	Problem solving & consequential thinking	144
Substance Related Offending Behaviour	Drug & Alcohol Misuse	127
Total		425

In addition, SPS 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.

7.0 Health

NHS Boards have continued to fulfil their roles to co-operate with other agencies in the management of all MAPPA offenders, and have responsibility for the management of restricted mentally disordered offenders.

The NHS engages with MAPPA by having points of contact and representation in both strategic and operational management of MAPPA, attendance at MAPPA meetings, and for frontline staff to facilitate joint working between agencies. Most areas will have specific MAPPA health liaison officers. In some areas there are also

specialist clinicians from forensic mental health engaged with MAPPA who consult on the management of high risk sexual and violent offenders.

The NHS Scotland Forensic Network has a Clinical Lead for MAPPA and hold an annual clinical forum. In 2016, this focussed on the extension of MAPPA to other risk of serious harm offenders and featured inputs from various areas and agencies with over 80 delegates representing NHS, Scottish Government, Police, Prison, Social Work, Third Sector and RMA. In 2017 the forum will focus on the 10th anniversary of MAPPA, by reviewing progress over the last decade and looking towards future developments and directions.

8.0 Police Scotland

MAPPA allows Police Scotland to work in partnership with the other Responsible Authorities to provide effective and efficient management of Registered Sex Offenders (RSOs) and certain other Risk of Serious Harm Offenders. This is achieved through consistent practice; enhancing new and further developing existing partnerships to, as far as possible, manage offenders in a way that reduces the risk of further serious offending and exploiting all intelligence and new technologies to mitigate risk.

This includes consideration on a case by case basis of application for Sexual Offences Prevention Orders, seeking to impose bespoke conditions intended to target specific risk factors associated with the offender, which require them to do, and/or prohibit them from doing, certain acts; referring foreign nationals convicted of sexual offences in Scotland to Home Office Immigration Enforcement (HOIE) for consideration of HOIE deportation criteria; and the introduction in late 2016, of computer enabled software to compliment standard monitoring methods, assist and enhance the ability to assess and manage RSOs who have committed internet related offences.

Police Scotland has Offender Management Units in each of the 13 territorial Divisions with specially trained staff dedicated to the management of RSOs, Restricted Patients and other risk of serious harm offenders. The National Offender Management Unit (NOMU) is a central unit providing governance, review and quality assurance to ensure compliance and consistent practice throughout offender management.

In the reporting year the Scottish Government funded the development of Police Risk Practice training in conjunction with the RMA. This training was delivered to all staff within Offender Management Units and provided officers with a framework and structured, evidence based process to assess and manage risk of serious harm. To compliment this, a Police Risk Practice pilot aimed at testing a framework for risk assessment and process for police led MAPPA Level 1 offenders has been implemented. These will ensure improved effectiveness in the multi-agency management of serious offenders in the community.

Police Scotland also welcomed the Joint Thematic Review of MAPPA realising the importance of continually reviewing and reassessing practices and processes to ensure they remain efficient and effective, and we are working with the Scottish Government and other Responsible Authorities to address the recommendations raised from this report.

9.0 Sex Offender Community Disclosure Scheme (Keeping Children Safe)

The Keeping Children Safe scheme was introduced across Scotland in 2011 and is managed by Police Scotland.

The scheme encourages members of the public to apply for information about an individual who has access to a child if they are concerned that the individual poses a risk to a child's safety and wellbeing.

The number of applications for information in the year 2016/17 was **74**. The number of those applications which related to RSOs was **14**. As a consequence a total of **2** disclosures were made to parents, carers, or guardians.

The figures above indicate that concerned members of the public will in many cases be reassured that the person is not known to the authorities, but even so they are provided with essential child protection advice and information. In cases where the police believe that an individual poses a risk to the child concerned, steps will be taken to ensure the child's safety and relevant information may be provided to the parent, carer, or guardian.

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

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

Community Safety Unit
Scottish Government
St Andrew's House
Regent Road
Edinburgh
EH1 3DG

MAPPA – Website Addresses

Fife and Forth Valley	www.fifedirect.org.uk/
	www.clacks.gov.uk/community/ccjp/
	www.falkirk.gov.uk/services/people-communities/community-justice.aspx
	my.stirling.gov.uk/services/social-care-and-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.westlothianhchcp.org.uk/article/3073/Risk-Assessment-and-Management
	www.edinburgh.gov.uk/site/index.php
Northern	www.eastlothian.gov.uk/mappa
	www.ouraberdeenshire.org.uk/multi-agency-public-protection-arrangements-mappa/
	www.highland.gov.uk
	www.orkney.gov.uk/Service-Directory/S/criminal-justice-team.htm#MultiAgency
North Strathclyde	www.shetland.gov.uk/community_care/criminal_justice.asp
	www.argyll-bute.gov.uk
	www.eastdunbarton.gov.uk
	www.eastrenfrewshire.gov.uk
	www.inverclyde.gov.uk
	www.renfrewshire.gov.uk
South West Scotland	www.west-dunbarton.gov.uk
	www.south-ayrshire.gov.uk
	www.dumgal.gov.uk
	www.north-ayrshire.gov.uk
Tayside	www.east-ayrshire.gov.uk
	www.Angus.gov.uk
	www.PKC.gov.uk
	www.dundeecity.gov.uk

MAPPA National Data

This Appendix outlines patterns in information on Registered Sex Offenders (RSO) extracted from the ViSOR database on 31st March of each year.

Numbers of Registered Sex Offenders in Scotland, 2016 to 2017

Category	2016	2017
RSOs - in custody and at Liberty - on 31 March	5,098	5,190
RSOs at liberty in Scotland on 31 March	3,950	3,930
RSOs at liberty managed at Level 1 on 31 March	3,757	3,788
RSOs at liberty managed at Level 2 on 31 March	192	138
RSOs at liberty managed at Level 3 on 31 March	1	4
RSOs reported for breaches of notification	274	308
RSOs convicted of a further group 1 or 2 crime*	72	84
RSOs wanted on 31 March	9	7
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 2017, there were **5,190** Registered Sex Offenders (RSO) in Scotland who were either in custody or at liberty and being managed in the community. The total number of RSOs has increased by **2%** compared with 2016 when there were **5,098** recorded.

The National Statistics on Recorded Crime in Scotland, 2016-17, published in September 2017, illustrated that sexual crimes accounted for **5%** of all crimes recorded in Scotland in 2016–17. The report states that the number of sexual crimes recorded by the police in Scotland continued to increase in 2016-17, up by **549 (5%)** from 10,273 crimes in 2015-16 to 10,822 in 2016-17. This follows an increase of **716 (7%)** between 2014-15 and 2015-16. This may provide a partial explanation for the rise in RSO numbers, and why this rise was smaller than that seen in the previous year (**92** compared to **311**). There was a fall in clear up rates for sexual crimes from **74.1%** in 2015-16 to **62.3%** in 2016-17 and the full recorded crime bulletin can be accessed via the following link:

<http://www.gov.scot/Publications/2017/09/3075>

On 31st March 2017 over three quarters of RSOs (**76% or 3,930 RSOs**) were in the community being managed, with the vast majority (**96% or 3,788 RSOs**) of these being managed at Level 1. The remaining **142**, or **4%**, 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 remained relatively constant for the last four years (**1.6%** in 2016-17 compared to **1.4%** in 2013-14). These convictions include offences detected as a result of proactive management and effective policing by the partner agencies. When offenders managed under the MAPPA commit further serious crimes, the significant case review process remains in place, which examines the management arrangements for the offender and identifies areas of learning and improvement for future policy and practice.

The proportion of offenders who failed to comply with their notification requirements under the Sexual Offences Act 2003 has fluctuated at around 6% for the last five years. In 2016-17, **5.9%** of offenders (**308 RSOs**) were reported for failing to comply, compared to **5.4%** (**274 RSOs**) the previous year. This means that **94%** of offenders complied with the notification requirements. 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.

The 7 Wanted RSOs are 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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