





FIFE MAPPA

ANNUAL REPORT 2024

October 2024

Fife MAPPA Strategic Oversight Group
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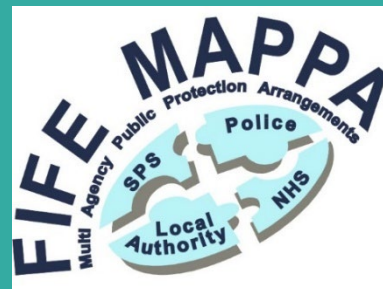


TABLE OF CONTENTS

Introduction by Independent Chair of the Strategic Oversight Group	2
1. What are MAPPA?	3
2. Overview of Work Carried Out in the Reporting Year by the MAPPA Strategic Oversight Group:	3
2.1 MAPPA Operational Group	4
2.2 Re-Offending by Individuals managed under MAPPA	6
2.3 Environmental Risk Assessment / Public Protection (Housing)	6
2.4 Restricted Patients/Involvement of Health personnel in MAPPA	7
3. Effective Proactive Work carried out by Agencies within Fife during the Reporting Year	8
4. Statistical Information Worthy of Note	9
Appendix –	
Fife Input for Scottish Government MAPPA National Overview Report	

MAPPA 2023-24 Annual Report Foreword

As the Independent Chair of the Fife MAPPA Strategic Oversight Group (SOG) I am pleased to introduce this year's Annual Report from the Fife Multi Agency Public Protection Arrangements (MAPPA)

Over the years MAPPA in Fife has worked to ensure that all agencies work collaboratively to effectively manage the risks presented by registered sex offenders and other risk of serious harm offenders and there continues to be a strong foundation for this important work in Fife. Our activity has been set against a continuing rise in the number of offenders being overseen through MAPPA. In response to this increase in activity our approaches have been continually reviewed and refreshed to make sure that we are responding to risks as they emerge.

We know that the key to ongoing successful risk management is joint working between all agencies ensuring that information is shared, assessments are undertaken together and that responsibilities are shared equally. Within that collaborative approach is the joint desire for learning and improvement, whether that be in respect of joint training or internal review or sharing learning from national case reviews that may prove relevant to practices within Fife.

I hope you find this report interesting and informative.

Dougie Dunlop, Independent Chair of the Fife MAPPA Strategic Oversight Group

1. What are MAPPA?

This is the 16th Annual Report on the operation of the Multi-Agency Public Protection Arrangements (MAPPA) in the Fife area. The report has been prepared to meet the requirement placed upon the Responsible Authorities (Police Scotland, Fife Council, NHS Fife, and the Scottish Prison Service) by legislation to keep the arrangements under review and to publish an Annual Report.

The fundamental purpose of the MAPPA is public protection and the reduction of serious harm. The protection of children, adults at risk of harm and other members of the public is paramount. The MAPPA offer the potential for a coordinated approach to the management of people who commit sex offences and the critical few other high-risk individuals who are assessed by the Responsible Authorities as posing a risk of serious harm by reason of their conviction/sentence.

The principal responsibility to protect the public from individuals that fall within the MAPPA remit lies with the Responsible Authorities, but many other agencies play important roles in managing individuals in the community and it is through information sharing under a 'duty to co-operate' with the Responsible Authorities that a true understanding of individuals' behaviours can be ascertained.

The core intention behind MAPPA is the reduction of the risk of serious harm defined as; the likelihood of harmful behaviour of a violent or sexual nature, which is life threatening and/or traumatic, and from which recovery, whether physical or psychological, may reasonably be expected to be difficult or impossible.

2. Overview of Work Carried Out in the Reporting Year by the SOG

In Fife the MAPPA Strategic Oversight Group (SOG) is supported by the MAPPA Operational Group (MOG) which focusses on operational issues and self-evaluation, audit and training. The membership of the SOG is made up of strategic and operational managers who are directly involved in the delivery of MAPPA from all disciplines. The SOG is chaired by the Independent Chair. The MAPPA Coordinator sits on both strategic and operational groups. They meet quarterly to carry out tasks as directed by the SOG and to provide assurance that the operational delivery of MAPPA remains effective and robust.

All prisoners released from prison subject to MAPPA will have an agreed and robust risk management plan to resettle, monitor and supervise them back into the community safely.

Agencies work closely with offenders to ensure they gain access to help and support to tackle the reasons and underlying causes why they have offended. This might be assistance with finding accommodation, help with employment or offering treatment for drug, alcohol, or mental health problems, including sex offender programmes to address offending behaviour. This also means imposing tough controls. Individuals who are assessed as presenting a high risk of serious harm to the public are subject to very strict supervision and monitoring to help reduce that risk. This will inevitably mean that they must live in approved and manageable accommodation and may be subject to electronic monitoring ('tagging') for a period. They may also be restricted from visiting certain places, having contact with certain people and must report regularly to the Police Scotland Sex Offender Policing Unit (SOPU) or their supervising Justice social worker as well as receiving random unannounced visits to their home address. However, it is recognised that the vast majority of offenders do not receive custodial sentences and are instead dealt with through the court system by way of a community-based disposal/order under the supervision of Justice social work (JSW).

In terms of risk or actions required to manage risk, MAPPA will strive to manage individuals at the lowest possible level relating to assessed risk; therefore, to reflect change in this level of risk individuals can move either up or down levels in order that resources are commensurate with that perceived risk.

2.1 MAPPA Operational Group (MOG)

The MOG continues to be an excellent example of multi-agency working which is driven by a collective will to address areas of difficulty, improve practice and ensure public safety through robust risk management across all community partners. The pressures and demands during this reporting year have certainly provided evidence, if it were needed, of that collective desire to ensure that those presenting a risk in the community of Fife are safely managed and that resources were deployed to ensure that continued. Further, internal audits and self-evaluation, staff training and improvement planning at a strategic level are also ongoing to ensure continued improvement in performance in practice and strategic response and continued emphasis on robust risk management and ongoing improvement.

The MOG continues to support the work of the Strategic Oversight Group by focusing on the following key objectives and responsibilities:

- To develop and implement any relevant work / actions as directed by the Fife MAPPA SOG.
- To promote the development of good practice at operational level within the MAPPA environment, including monitoring and analysing the use of current MAPPA guidance and documentation.
- To promote and enhance joint working arrangements with related public protection disciplines in areas of shared concern e.g. Child Protection and Adult Protection.

- To have oversight of self-evaluation, audit & training.
- To ensure the timely and effective communication of issues requiring consideration by the MAPPA SOG.
- To review and audit MAPPA procedures.
- To promote MAPPA amongst agencies and in the public domain.

The MAPPA Coordinator continues to provide training material for new MAPPA Chairs and opportunities for those Chairs to attend MAPPA meetings to enable them to 'shadow' existing Chairs and learn the practices and procedures associated with chairing MAPPA meetings.

Throughout the year, different partners carried out various audits of qualitative and quantitative data to assist in identifying and addressing any trends. This information is fed back to the MAPPA SOG which helps provide assurance. Below is a list of some of the work which is undertaken:

- JSW File Audits – JSW Report Writing/Supervision.
- Police Scotland Intrusive Reviews on ViSOR.
- Collation of multi-agency MAPPA performance management statistics for the Strategic and Operational Oversight Groups.
- MAPPA Level 1 and Level 2 File Audit - The file audit process continues to be a success and includes a mixed blend of MOG members being actively involved in 'live audits', based on a monthly rota. 24 cases a year are audited - one Level 2 (or 3) case and one Level 1 case per month.
- Environmental Risk Assessment Performance
- NHS – Consultation & Supervision audit.

In the past year a training day was held at Glenrothes Police Station, which was very well attended by all the various MAPPA partners. The day was organised as an informal seminar and this format proved to be a success. Matters that were discussed included:

- Environmental Risk Assessments
- Disclosure
- Checking of electronic devices.

The MAPPA Coordinator also gave a presentation about 'MAPPA and the Management of Risk' which was received very favourably.

In the last year a Short Life Working Group which had been set up in the previous reporting year by the MOG reported its findings about 'MAPPA Managed Individuals with Complex Care Needs' (see Appendix for further details).

2.2 Re-Offending by Individuals managed under MAPPA in 2023/24

The level of further sexual or violent offending committed by Registered Sex Offenders across Fife has remained very low year on year since MAPPA began in 2007, although any further offending is of concern to the Responsible Authorities and Fife's communities. It is recognised that, on occasions, individuals managed under the MAPPA will commit, or attempt to commit, further serious crimes and, when this occurs a process of Case Review is initiated within MAPPA. The level of review undertaken will be determined by the nature and seriousness of alleged further offending and is intended to examine the actions or processes employed by the agencies involved to ensure that all reasonable actions had been undertaken and to capture any potential for learning that may enhance future work.

The vast majority of MAPPA Managed Offenders in Fife did not commit a further sexual offence. Of those offences committed most were of a minor nature.

The national MAPPA Guidance sets out procedures to follow where a MAPPA Managed Individual committed, or attempts to commit, further serious crime. This management is critically examined by the MAPPA SOG to ensure that the policies, processes, and actions employed by the Responsible Authorities and the Duty to Cooperate Agencies were not flawed. Where it is identified that these could be improved, plans are put in place promptly to do so. The primary aim of this process is to establish what lessons are to be learnt from the case and where any development opportunities may lie.

This process highlights how Fife MAPPA SOG supports continuous improvement around the management of individuals who offend. From the examination of cases Improvement Plans are developed to ensure that learning is acted upon.

Fife MAPPA SOG also takes the opportunity to evaluate learning from similar cases carried out in other MAPPA areas. There was no need for any MAPPA Significant Case Reviews (SCRs) to be commenced in Fife during this reporting year.

2.3 Environmental Risk Assessment (ERA) / The Role of Public Protection (Housing)

The National Accommodation Strategy for Sex Offenders (NASSO) sets out parameters and minimum standards for conducting Environmental Risk Assessments. An Environmental Risk Assessment is carried out to ensure that an address is suitable for an individual to reside at and safe for those persons residing in the vicinity. The following are the various aspects of the work undertaken by Housing Services to keep the public safe as part of their remit:

- Housing advice is provided ensuring individuals' health and support needs are met. Any accommodation identified will have been assessed and approved/deemed manageable by the Lead Agency.
- Support required can either be provided on a short-term basis from Public Protection (Housing Services) or from Area Housing Teams or by commissioning support from external providers where long-term support is required.
- Temporary Accommodation can also be provided where an individual is leaving custody and has no safe, secure, or appropriate accommodation to return to. Temporary Accommodation locations are subject to regular change to ensure public safety and the needs of the individual's safety, and to ensure the safeguarding of the surrounding community.
- Home Leave facilities to reintegrate individuals back into the community are also available. These properties are subject to change and monitored by all agencies.
- Environmental Risk Assessments are 'refreshed' on an annual basis to ensure the accommodation continues to be suitable and that all neighbourhoods are reviewed and remain assessed as being approved or deemed manageable by the Lead Agency.

Community Outing

Fife MAPPA managed offenders continue to be sporadically "outed" by various 'vigilante' groups. However, when an 'outing' occurs, primarily with groups of people congregating outside an individual's property, the surrounding neighbours feel the greatest impact, and this can be a traumatic experience for all concerned. Concerns as an outcome of 'outings' can be:

- Emergency Accommodation identified may be unsuitable for health needs or in an inappropriate area due to the urgency of any move.
- Neighbourhoods where an 'outing' has occurred feel the publicity has a detrimental impact on the area.
- Wrong address may be identified and continue to be targeted.
- Vacated property may continue to be targeted resulting in future occupants (not managed under the MAPPA process) being targeted.
- Damage to properties of either the individual being pursued or the wrong occupant. In the case of a Local Authority property, the cost for repairs falls to Housing, however if properties are privately owned the owner is responsible.

2.4 Restricted Patients/Involvement of Health personnel in MAPPA

NHS Fife plays a key role in the MAPPA and managing Mentally Disordered Restricted Patients. NHS Fife is a Responsible Authority in respect of Restricted Patients and a Duty to Cooperate agency in respect of other individuals managed under MAPPA.

The NHS Fife, Enhanced Care Programme Approach (ECPA) for Restricted Patients and MAPPA have a common purpose of maximising public safety and the reduction of the risk of serious harm. The NHS also has a duty to provide points of contact for strategic and

operational management of MAPPAs, for attendance at MAPPAs meetings, and to provide support to other agencies who need NHS health advice or information to manage cases.

The Forensic Community Mental Health Team (FCMHT) clinical team consists of a Consultant Psychiatrist, a Consultant Psychologist, Clinical Psychologists as well as a Team Leader, Community Psychiatric Nursing staff and Occupational Therapist. The FCMHT staff have expertise in managing mentally disordered offenders and risk. The FCMHT represent NHS Fife for MAPPAs and liaise with all other Health agencies including Physical Health, Addictions and Learning Disabilities. The FCMHT is also responsible for feeding back on lower-level risks although those meetings are not attended by the team; however, feedback is provided by a member of the clinical team with regards to any health input.

A member of the FCMHT attends MAPPAs meetings at all 3 levels and provides information regarding each case involving Health; this is for all cases and not merely in respect of Restricted Patients. The Health representative may be given actions and provide feedback to MAPPAs and may place safety hazards on systems or write a letter to GPs giving them information in relation to risk. The FCMHT will liaise with all other Health departments regarding actions and feedback. The Consultant Psychiatrist will also attend MAPPAs meetings to discuss the Restricted Patients regarding any improvements in their care and/or behaviour and changes in risk which are evidenced in the Suspension of Detention (SUS) part of the MAPPAs Risk Management Plan.

Casework Managers from the Scottish Government Restricted Patients Team also regularly attend Level 2 meetings where Restricted Patients are being discussed.

3. Effective Proactive Work carried out by Agencies within Fife during the Reporting Year

As stated earlier in this report re-offending rates of those managed under MAPPAs are extremely low. This is due to the support and monitoring provided by the MAPPAs partners. Unfortunately, a few individuals do commit further crimes regardless of the steps partners take. It is important that proactive action is taken to minimise the risk of harm such re-offending can cause.

Below are some examples of the ongoing proactive work carried on by agencies within MAPPAs in Fife daily to keep the public safe:

- Monitoring of electronic devices – this is used to examine various devices to screen whether a convicted individual has offended again and whether a device needs to be

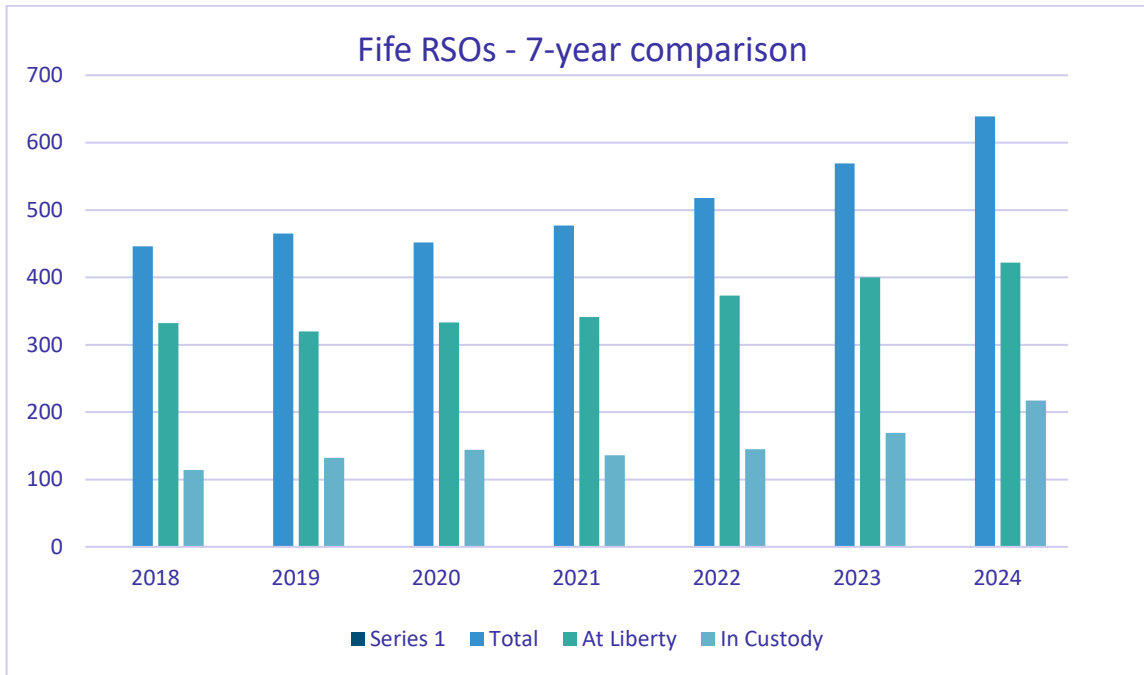
examined by a specialist forensic Police unit to determine whether an individual has offended and to provide a forensic report to the Court.

- The use of civil orders eg Sexual Harm Prevention Orders (SHPO) - these are court orders that can be requested by the Police, or Court when there is a specific concern about an individual and will be requested to prevent a person from engaging in a particular activity. Notification Orders place a requirement on individuals who have been convicted or cautioned of sexual offences abroad, to comply with the sex offender notification requirements in Scotland and the rest of the UK, etc.
- Announced and unannounced visits to offenders, preferably jointly carried out by JSW and Police.
- Monitoring of associates to ensure that sex offenders do not associate with each other or form inappropriate relationships in the community.
- Individuals who receive a prison sentence can be managed on licence in the community once their terms of imprisonment reach a certain stage and specialist Throughcare social workers monitor them in the community until their licences expire. If they do not comply with the conditions of their licence, they can be recalled on licence to complete their original custodial sentence.
- Individuals who receive a community sentence at Court can be managed via Community Payback Orders (CPOs) which can be imposed for a period of between 6 months and three years. The Court can impose one or more of the following requirements: Compensation, Supervision, Unpaid work or other activity, Programme, Mental health treatment, Drug treatment, Alcohol treatment, Residence, Conduct – these CPOs are monitored by social workers in the JSW Area Justice Teams.
- Once licences expire, RSOs continue to be monitored by Police by means of the sex offender notification requirements imposed at conviction. In the case of CPOs, the term of registration is generally the same as that of the CPOs so they expire on the same date.
- Cooperation between agencies eg Children's Services in respect of child protection and Health & Social Care in respect of adult protection.
- Search warrants if required.

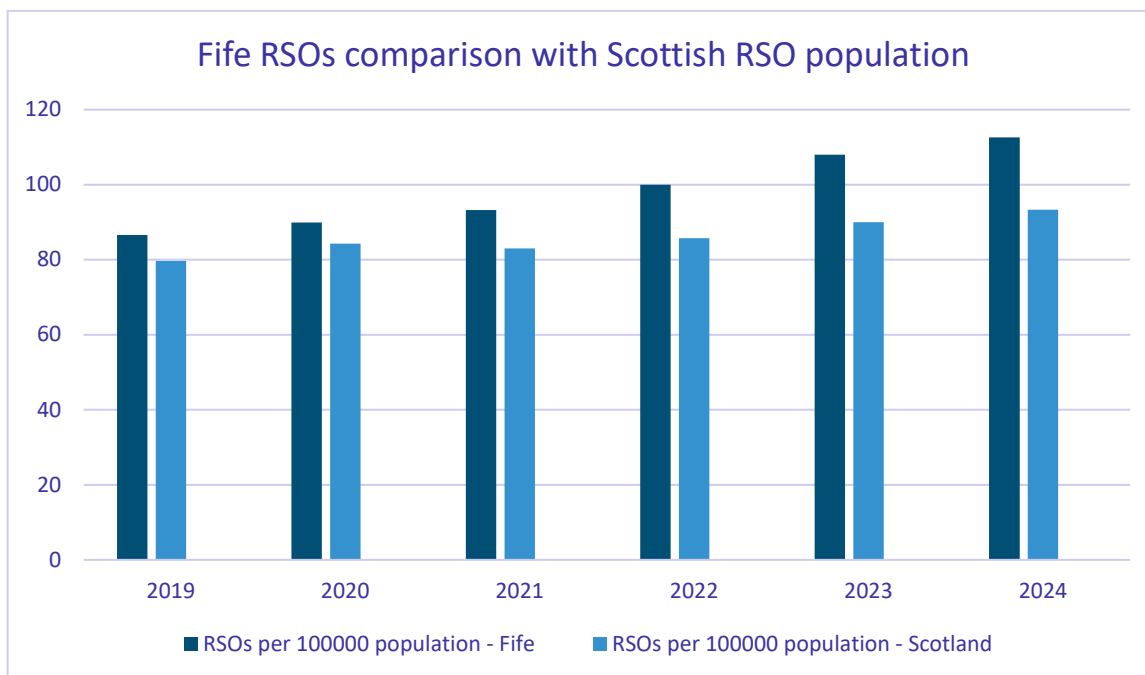
There is no doubt that by taking quick, proactive action and securing good evidence, children and vulnerable adults will be protected in the community in Fife.

4. Statistical Information Worthy of Note

- The overall number of offenders being managed in Fife increased by 54 to 639 in the last year, an increase of 9.2%. Of these offenders, 422 were at liberty in the community, compared to 401 the previous year an increase of 5.2 %.



- 27.48% (176) of the overall number of offenders in Fife are subject to statutory supervision, the remainder 72.52% (463) are subject to notification requirements only.
- Of the 422 offenders residing in the community, 418 are managed at Level 1 – routine risk management, 4 are managed at Level 2 and none are managed at Level 3.
- 137 (22%) of RSOs are in the age group 16-30, 384 (60 %) of RSOs are in the age group 31-60 years of age and 118 (18 %) are over the age of 60 years.
- There were 48 Sexual Offences Prevention Orders (SOPOs) and Sexual Harm Prevention Orders (SHPOs) in force during the reporting year, a decrease of 5 on the previous year.
- 5 breaches of SOPOs/ SHPOs were identified during the review period, a decrease of 8 on the previous year.
- In the last financial year 16 RSOs were charged and reported for committing further sexual offences. This is an increase on 1 from the previous year.
- Between 1st April 2023 and 31st March 2024, 9 individuals breached licence conditions and were recalled to prison, this is 5 more than the previous year.
- During this reporting year 112.6 individuals were managed within the community in Fife per 100,000 population, an increase from 107 persons last year. The average for Scotland is 93.3.
- There were 20 Restricted Patients whose care NHS Fife was responsible for on 31 March 2024 although may not have been resident in Fife (whether in hospital or in the community) on that date.



- As of 31st March 2024, Fife had 0 Category 3 offenders in the community and 0 in custody. These offenders must meet certain criteria and are referred to as ‘Category 3 – Other Risk of Serious Harm Offenders’. They represent the critical few individuals and are not RSOs (Category 1).
- **In Fife there was no need for any MAPPA Significant Case Reviews (SCRs) to be commenced during the last year.**