



# FIFE MAPPA

# ANNUAL REPORT 2023

**POLICE**  
SCOTLAND

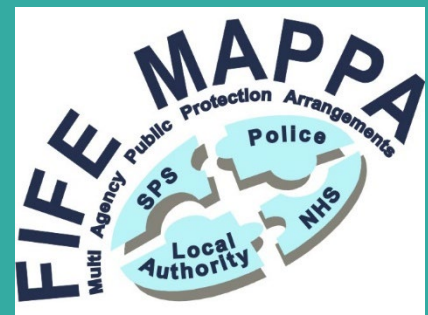


**Fife**  
COUNCIL

October 2023

---

Fife MAPPA Strategic Oversight Group  
Authored by: MAPPA Coordinator



## 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                                       | 3  |
| 2.1 MAPPA Operational Group   | 4  |
| 2.2 MAPPA Self-Evaluation, Audit & Training   | 5  |
| 2.3 Re-Offending by Individuals managed under MAPPA   | 5  |
| 2.4 Environmental Risk Assessment / Public Protection (Housing)                             | 6  |
| 2.5 Restricted Patients/Involvement of Health personnel in MAPPA                            | 7  |
| 3. Effective Proactive Work carried out by Agencies within Fife during the Reporting Year   | 8  |
| 3.1 Examples of multi-agency partnership working led by Fife Housing Public Protection Team | 9  |
| 3.2 Examples of multi-agency partnership working led by Police and Justice Social Work      | 10 |
| 4. Publication of Annual Reports in 2023  | 11 |
| 5. Statistical Information Worthy of Note   | 11 |

## **MAPPA 2022-23 Annual Report Foreword**

As the incoming Independent Chair of the Fife MAPPA Strategic Oversight Group (SOG) I am delighted to have the opportunity to introduce this year's Annual Report from the Fife Multi Agency Public Protection Arrangements (MAPPA). I also wish to acknowledge the contributions of my predecessors during the reporting year – Alan Small (previous Independent Chair) and Steve Hopton (Vice Chair/Interim Chair).

Over the years MAPPA in Fife has worked to ensure that all agencies work collaboratively together to effectively manage the risks presented by registered sex offenders and other risk of serious harm offenders. Whilst these arrangements have worked well over an extended period there have been challenges and opportunities for both learning and improvement.

The key to ongoing successful risk management is the joint working approach 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. Internal scrutiny is also important, and this is also undertaken on an inter-agency basis and on a regular basis, from which there will be both opportunities to learn and share areas of good practice.

Going forward beyond the scope of this report there have been a number of changes of personnel across the various services and in position of Chair of the Strategic Oversight Group, these changes will I'm sure bring a fresh vision and renewed impetus to oversee ongoing improvement that will continue to ensure that the risks presented by a small minority of individuals are managed in such a way that the majority remain safe within their respective communities.

With these changes building upon the solid foundation of experience within Fife MAPPA and across all partner agencies, the ability to continually improve the safety and well-being of children and vulnerable adults across Fife will not be compromised, neither will the commitment of all the staff involved in these matters as they too continue to strive to deliver robust responses to the management of risk and protect those most vulnerable in society.

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

## **1. What are MAPPA?**

This is the 15th 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 offenders 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 offenders that fall within the MAPPA remit lies with the Responsible Authorities, but many other agencies play important roles in managing offenders in the community and it is through information sharing under a 'duty to co-operate' with the Responsible Authorities that a true understanding of offenders' 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**

In Fife the MAPPA Strategic Oversight Group (SOG) is supported by the MAPPA Operational Group (MOG) and currently a working group which focusses on Self-Evaluation, Audit and Training. The membership of these groups is made up of operational managers who are directly involved in the delivery of MAPPA from all disciplines. The MAPPA Coordinator sits on all groups, both strategic and operational. 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. Offenders 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 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 such, MAPPA will strive to manage offenders at the lowest possible level relating to assessed risk; therefore, to reflect change in this level of risk offenders 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 were 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.

## 2.2 MAPPA Self-Evaluation, Audit & Training

The file audit process introduced last year has been a success and includes a mixed blend of agency members being actively involved in 'live audits', based on a monthly rota. 24 cases a year are audited - one Level 2 case and one Level 1 case per month.

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.

In the past year several training events took place which included:

- Environmental Risk Assessment refresher courses
- An online presentation from a MAPPA Co-ordinator from another MAPPA area who gave on input on how his area managed 'outings' of RSOs and the impact it had on resources and
- Professor Ethel Quayle of Edinburgh University provided a valuable input on internet offenders.

In the last year a Short Life Working Group has been set up to address the increasing number of older offenders being released from custody back into the community who require additional welfare needs due to their age, poor health and/or specific care needs. This has involved getting other agencies involved who would not otherwise necessarily be involved in MAPPA. This work remains ongoing and good progress is being made. It is chaired by a Justice Social Work (JSW) Throughcare team manager and is attended by JSW, Police, Housing Services and Health & Social Care Partnership managers.

## 2.3 Re-Offending by Individuals managed under MAPPA in 2022/23

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, offenders 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 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 offenders. 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.

## **2.4 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 frightening 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.

## 2.5 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 MAPPA, for attendance at MAPPA 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 MAPPA 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 MAPPA Level 2 and MAPPA Level 1 Meetings 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 MAPPA 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 agencies regarding actions and feedback. The Consultant Psychiatrist will also attend MAPPA 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 MAPPA Risk Management Plan.

### **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 MAPPA are extremely low. This is due to the support and monitoring provided by the MAPPA partners. Unfortunately, a few offenders 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 MAPPA in Fife daily to keep the public safe:

- Monitoring of electronic devices – this is used to examine various devices to screen whether a convicted offender 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 Offences Prevention Orders (SOPOs) and 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 offenders 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.
- Cooperation between agencies eg Children & Families Social Work 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 should be protected in the community in Fife.

### **3.1 Examples of multi-agency partnership working led by Fife Housing Public Protection Team**

Stable risk assessed housing is a key factor in reducing risk to the wider public and this has been a very challenging year for the Housing Service in Fife, as they are currently facing an ever-increasing demand on Temporary accommodation due to the high levels of homelessness and the increase in managed offenders. This has been compounded with the introduction of The Homeless Persons (Suspension of Referrals between Local Authorities) (Scotland) 2022 Order and the increasing ageing prison population with specific medical needs.

Throughout these challenges the Housing Public Protection Team (PPT) is continuing to provide excellent Housing Options advice over the phone to prisoners and when necessary, they are now also visiting the prisons. This is to ensure that any medical/support needs are met but also to ensure that Housing has identified suitably approved accommodation on release.

Due to the ever-increasing numbers of MAPPA managed offenders being 'outed', the PPT still offers refuge in one of the Housing 'Crash Pads' across Fife. These properties are only used for a maximum of 2-3 days before moving on to approved accommodation. Housing has also created two Home leave flats in different locations in Fife for offenders transitioning from prison into the community on licence.

The PPT continues to work as part of a multi-agency partnership to keep the community in Fife safe eg.

- Mr X was deported back to the UK after serving years in custody. He was met by an English police force and transported to a B&B in Fife due to his local connection. He presented the following day to Housing and he was informed that his accommodation was deemed unsuitable. Housing immediately undertook a Housing Options interview with him and started looking for suitable accommodation for him. With the help of partners in the Housing Service he was moved the next day. The property was deemed suitable, and Housing immediately started an Environmental Risk Assessment which was successful. He now appears settled and there are no tenancy issues. Mr X still states that without Housing's immediate intervention he would not have known where to turn.
- Housing received an urgent referral from Justice Social Work asking for temporary accommodation for Mr Y who was serving a sentence in England but wished to return to Fife. Given his Managed Offender status and moving from England, Housing needed an approved address. His release date was imminent, but Housing advised that Fife could not accept responsibility for his licence until he had an approved address, and an ERA was completed. Temporary Allocations reacted quickly to the request and provided PPT with an address to be environmentally scanned. Unfortunately, he was released prior to the ERA being approved, therefore Housing had to request the relevant Housing Service in England to accommodate him, whilst this was ongoing. After a short delay the ERA was approved, and Mr Y was transported up to Fife and booked into identified temporary accommodation. He appears to have settled in well, as he has family close by to offer him some support.

### **3.2 Examples of multi-agency partnership working led by Police and Justice Social Work**

- Police officers from the Sex Offender Policing Unit (SOPU) were made aware of an association between a High risk RSO and a vulnerable individual. There was a suggestion this association would afford the offender access to children. The risk was immediately recognised, and necessary investigation carried out. Diligent enquiry identified that the RSO had no access to children and was the victim of exploitation by others. Necessary protective measures were put in place to ensure the offender did not become the victim of more serious offending and was not subject to additional stress and worry which would escalate the risks posed by him. By keeping an open mind in approaching the investigation officers were able to assess risk correctly and protect the public.
- Information was received to the effect a High risk RSO had formed a relationship in breach of a SOPO. The other party was vulnerable. The risks involved were quickly

recognised. Evidence was methodically gathered, and the offender was subsequently arrested and put to Court thus mitigating the risk to the public.

- A High risk RSO subject to licence conditions and a SHPO: he is an online offender who groomed an underage female he met online and committed a contact offence, knowing her age. The SOPU Lead Investigator along with JSW colleagues quickly identified an increase in unsuccessful home visits and the offender increasingly taking more time to answer his door. With effective communication and liaison between the departments risk was identified. The RSO was challenged regarding this and denied any non-engagement or breach of conditions. SOPU carried out a systematic search of his flat and found a secondary device, which he claimed he had not used due to conditions imposed. The computer was meticulously interrogated by the SOPU within the home address, and online activity was detected. The device was seized, the RSO was arrested, and his licence revoked, returning him to prison. By the SOPU and JSW acting on instinct and working together to gather evidence they mitigated the risk posed by this RSO.

#### **4. Publication of Annual Reports in 2023**

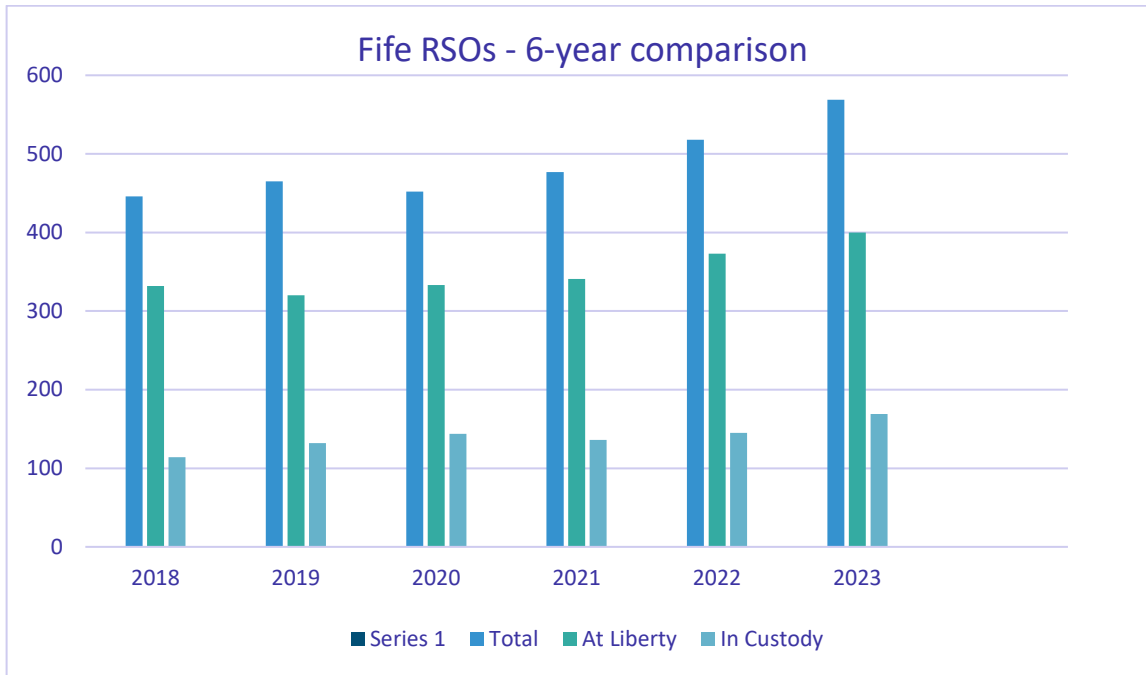
The Fife MAPPA Annual Report for 2022/23 is published on the Fife Council website and will be able to be viewed using the following link:

[www.fife.gov.uk/mappa](http://www.fife.gov.uk/mappa)

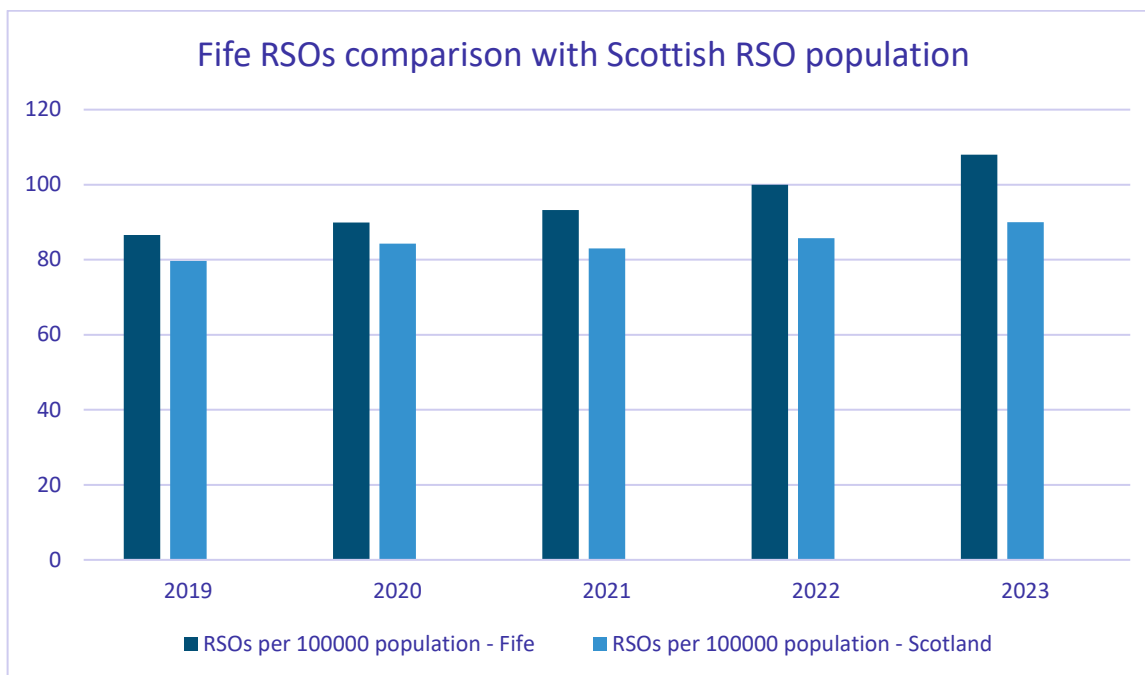
The Scottish 2022/23 MAPPA National Annual Report provides a picture of the main national developments in relation to MAPPA because of work conducted by the Scottish Government and its partners and will be found on the Scottish Government website under 'Publications' when a suitable date has been announced.

#### **5. Statistical Information Worthy of Note**

- The overall number of offenders being managed in Fife increased by 51 to 569 in the last year – an increase of 9.8%. Of these offenders 400 were at liberty in the community, compared to 373 the previous year - an increase of 27 (7.2%).



- 27.95% (159) of the overall number of offenders in Fife are subject to statutory supervision, the remainder 72.05% (410) are subject to notification requirements only.
- Of the 400 offenders residing in the community, 399 are managed at Level 1 – routine risk management, 1 is managed at Level 2 and none are managed at Level 3.
- 119 (21%) of RSOs are in the age group 16-30, 344 (60%) of RSOs are in the age group 31-60 years of age and 106 (19%) are over the age of 60 years.
- There were 40 Sexual Offences Prevention Orders (SOPOs) and 14 Sexual Harm Prevention Orders (SHPOs) in force during the reporting year, a reduction of 1 on the previous year's total.
- Between 1st April 2022 and 31st March 2023, 5 individuals breached licence conditions and were recalled to prison, this is 6 less than last year.
- As of 31<sup>st</sup> March 2023, 108 individuals were managed in Fife per 100,000 population, compared to 100 persons last year, an increase of 8%. The average for Scotland is 90 individuals – compared to 85.7 persons last year - an increase of 5% from the previous year.



- As of 31st March 2023, Fife had one Category 3 offender in the community and two 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.**