

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

**National Overview Report 2022-2023**

**October 2023**

## Contents

1. Background .....	3
2. Justice Policy Context .....	4
3. National MAPPA Developments.....	4
4. Risk Management Authority .....	7
5. The Scottish Prison Service (SPS).....	8
6. Health.....	11
7. Police Scotland.....	12
8. Sex Offender Community Disclosure Scheme (Keeping Children Safe) .....	13
9. Social Work Scotland .....	13
10. Social Security Scotland.....	14
Appendix A: Geographical MAPPA Region Model for Scotland .....	16
Appendix B: MAPPA Website Addresses.....	17
Appendix C: MAPPA National Data.....	19

# Multi-Agency Public Protection Arrangements (MAPPA) in Scotland: National Overview Report 2022-2023

## 1. 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 the protection of the public and the reduction of serious harm. In Scotland MAPPA brings together the Police, Scottish Prison Service (SPS), Health Boards and the Local Authorities in partnership as the Responsible Authorities, to assess and manage the risk posed by 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 have a 'Duty to Cooperate' (DTC) with the Responsible Authorities, including housing providers, the voluntary sector, Social Security Scotland and the Children's Reporter.

The operation of MAPPA in Scotland is supported by National Guidance<sup>1</sup> and procedures. There are ten MAPPA regions in Scotland (Appendix A) and each region is overseen by a Strategic Oversight Group (SOG) consisting of senior representatives from each of the Responsible Authorities. In each MAPPA region the SOG meets regularly and monitors and reviews how the MAPPA arrangements are working.

The MAPPA National Strategic Group is responsible for the strategic oversight and development of MAPPA. It is chaired by the Scottish Government and includes the 10 MAPPA SOG Chairs and representatives from the Responsible Authorities.

Responsible Authorities fulfil their statutory duties in part by jointly preparing and publishing their own local MAPPA annual reports. Each of these can be viewed on Local Authority websites, links to which are included at Appendix B.

This report covers the period from 1 April 2022 to 31 March 2023, the sixteenth year of MAPPA in operation in Scotland and provides an overview of the main national developments as a result of work conducted by the Scottish Government and its partners. The report comprises a range of contributions from each of the Responsible Authorities, which outlines the progress made in respect to MAPPA during the reporting period, and includes details of ongoing work and future plans.

---

<sup>1</sup> [Scottish Government Multi-Agency Public Protection Arrangements \(MAPPA\): National Guidance \(www.gov.scot\)](http://www.gov.scot)

There are a number of statistics on Registered Sex Offenders included in the report (Appendix C) which have been extracted from the ViSOR (Violent and Sex Offender Register) database. These figures provide a snapshot as at 31 March 2023.

## **2. Justice Policy Context**

The Scottish Government in its Programme for Government (2023 to 2024)<sup>2</sup> sets out its three connected core missions which are:

- (i) Equality – tackling poverty and protecting people from harm;
- (ii) Opportunity – a fair, green and growing economy; and
- (iii) Communities – prioritising our public services.

The ambition of protecting people from harm underscores the Government’s commitment to prioritising the safety and security of the people of Scotland. The Cabinet Secretary for Justice and Home Affairs emphasises that this is her clear priority and that genuine equality and opportunity are dependent on ensuring we live in a just, safe, and resilient Scotland where everyone can reach their potential and contribute fully to society.

The Government’s vision for reforming the Justice system to ensure that victims and witnesses are treated compassionately and that a trauma informed approach is applied, is combined with its commitment to ensuring effective public protection approaches to managing those individuals who commit the most serious violent and sexual offences. Focusing on rehabilitation both in custody and in the community is the best way to reduce offending and make our communities safer. Delivery of the National Community Justice Strategy<sup>3</sup> contributes to the achievement of those aims as does the continued application of Multi-Agency Public Protection Arrangements designed to assess, manage and minimise the potential risks posed by the most serious offenders through collaborative working.

## **3. National MAPPA Developments**

Nationally MAPPA has seen a number of developments in the past 12 months and work continues to deliver future improvements to the multi-agency working arrangements. A summary of the work over the reporting period includes:

### **MAPPS Development**

As part of supporting joint working across the UK for the purposes of public protection, the Home Office is developing an enhanced system to replace the existing ViSOR system in conjunction with UK partners (including Scotland’s MAPPA Responsible Authorities). It will be called the Multi-Agency Public Protection System (MAPPS).

Once introduced, MAPPS will enhance existing public protection partnerships as well as delivering wider public protection benefits and MAPPA benefits including accurate

---

<sup>2</sup> [Programme for Government 2023 to 2024 - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/programme-for-government-2023-to-2024/pages/1-introduction-to-the-programme-for-government-2023-to-2024.aspx)

<sup>3</sup> [National Strategy for Community Justice - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/national-strategy-for-community-justice/pages/1-introduction-to-the-national-strategy-for-community-justice.aspx)

and timely sign-posting between all Responsible Authorities of those managed under MAPPA and greater facilitation of cross-border information sharing.

For the period of this MAPPA annual overview report, the UK Government (UKG) MAPPS Programme led 10 multi-agency MAPPS specific groups/committees – listed below. Scottish MAPPA Responsible Authorities have contributed and supported the development of the process not least by their representation across all 10 Groups, listed below:

- Executive Committee
- Steering Committee
- National Data Controllers Group
- Executive Training Group
- Innovation, Technology and Security Group
- Operational Training Group (closed 9 March 2023 and replaced with 1-2-1 sessions)
- Business Standards Group
- Product Owners Working Group
- Operational Users Group
- Scottish Users Group

In addition to this, a specific Scottish Government (SG) led Scottish MAPPS Group evolved from earlier discussions led by SG on multi-agency information sharing. This Group met initially in February 2023 with an original aim to provide a forum to discuss Scottish specific aspects of the UKG led MAPPS Groups. It also aimed to help collate and connect the work of the Groups for Scottish representatives to discuss and disseminate. In addition, and where necessary, the Group sought to agree a Scottish position on issues to be fed back into MAPPS governance (particularly to the Executive Committee which provides sign-off on MAPPS Programme key decisions).

Scottish partners continue to work closely with UKG, and a further update will be provided in the next reporting period.

## **MAPPA and Terrorism**

Individuals convicted of terrorism and terrorism-related offences can be managed under the MAPPA framework where they meet the relevant criteria relating to the level of risk of serious harm they present to the public.

The Scottish Government chaired MAPPA Development Group continues to work with the Responsible Authorities in considering the existing and future role of MAPPA in the risk assessment and risk management arrangements for individuals convicted of terrorism and terrorism-related offences.

For the period of this report, work has focussed on improving connections between terrorism policy and MAPPA, including considering case studies and exploring the need for updates to tools and/or guidance.

The Scottish CONTEST Delivery Group, chaired by the Deputy Chief Constable, is responsible for oversight of the delivery of the CONTEST Strategy<sup>4</sup> (the UK Government's Counter-Terrorism Strategy) in Scotland. The MAPPA Development Group was tasked with exploring specific questions for the Scottish CONTEST Delivery Group in relation to links to MAPPA. An update was provided to the Scottish CONTEST Delivery Group in February. Work continues on the development of a bespoke chapter of the MAPPA National Guidance covering MAPPA and terrorism offending.

## **Moving Forward 2 Change (MF2C)**

The Moving Forward: Making Changes (MF:MC) programme was designed jointly by the Scottish Prison Service and the Community Justice Division of the Scottish Government, with the aim of reducing the risk of sexual offending recidivism. National programmes are one of the suite of tools available as part of a rounded approach to protection interventions which align with the Scottish Government's focus on reducing reoffending and rehabilitating offenders, while at the same time protecting the public.

The programme was introduced in Scotland in 2014 following accreditation by the Scottish Advisory Panel on Offender Rehabilitation (SAPOR) and though accreditation has now lapsed there was agreement amongst partners that the programme should continue to be delivered to accredited standards. A National Advisory Board, set up in May 2019, unanimously concluded that a revision (not a replacement) of the programme was required. The re-designed programme, called Moving Forward 2 Change (MF2C), reflects a developing evidence base, advice from SAPOR, evaluation recommendations<sup>5</sup>, and stakeholder consultations.

The pilot of MF2C launched on 1 July 2022 in two custodial sites – HMP Edinburgh, and HMP Barlinnie; and three community sites – East Renfrewshire, East Dunbartonshire and North Lanarkshire. There is a regular reporting requirement to the National Design Lead to ensure the safety of the staff and participants. Where feedback indicates any risk of harm to either a participant or staff member, the Steering Group will be convened and make a recommendation of how to manage that risk.

Changes will be made as necessary (and with approval of the MF2C Steering Group) to ensure that the pilot participants receive an appropriate level of service and that the pilots inform the ongoing development of MF2C.

The initial design phase of the project will be completed by the end of 2023 and it is hoped that the roll out and accreditation process will begin in 2024. MF2C interim training is being delivered (September – November 2023) so that pilot sites can continue to deliver MF2C. All MF:MC sites were offered critical needs training should they be unable to continue delivery until MF2C is rolled out. Critical need sites will also be included in the MF2C interim training.

---

<sup>4</sup> [CONTEST Strategy 2023](#)

<sup>5</sup> [Moving Forward: Making Changes - An Evaluation of a Group-based Treatment Programme for Sex Offenders \(www.gov.scot\)](#)

## **New Behavioural Orders**

On the 31 March 2023 sections 10 to 40 of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016 (“the 2016 Act”) came into force.

These sections introduced two preventative orders which can be applied to relevant sex offenders and those who pose a risk of harm: Sexual Harm Prevention Orders (SHPOs), and Sexual Risk Orders (SROs) respectively. These new orders replaced Sexual Offences Prevention Orders (SOPOs), Foreign Travel Orders (FTOs) and Risk of Sexual Harm Orders (RSHOs).

The new orders are designed to protect the public from sexual harm and contain a lower threshold than the previous orders. For instance, they can be used to manage risk to vulnerable adults, as well as children, protecting them from sexual harm outside of the UK. Also, their remit is wider, enabling, for example, foreign travel restrictions to be applied under either type of order.

## **4. Risk Management Authority**

The Risk Management Authority (RMA) continues to work to protect the public by reducing the risk of serious harm posed by violent and sexual offending. It does this through ensuring that effective, evidence-based risk assessment and risk management practices are in place in Scotland. Collaboration is essential to this work and in 2022-23 the RMA has maintained its close engagement with partner agencies to deliver and progress key business objectives.

The RMA Business Plan for 2023-24 can be found [here](#).

## **Education and Training**

In 2022-23 the RMA worked with community partners to identify areas of training need to help improve understanding of the Order for Lifelong Restriction (OLR) sentence. Over the same period, the RMA delivered five risk practice courses to justice social workers and to 85 Police Scotland colleagues at a single large-scale event. The RMA also facilitated bespoke training and awareness sessions relating to risk assessment and risk management with Parole Board for Scotland Members and representatives from Parole Scotland.

## **Level of Service/Case Management Inventory (LS/CMI) Review of Closed Cases**

LS/CMI is a comprehensive general offending assessment and case management planning method. It is used by all community and prison based justice social work services in Scotland to aid decisions on the level and focus of intervention with individuals (aged 16+) who have been involved in offending.

In March 2022 the RMA were tasked to lead a review of closed<sup>6</sup> LS/CMI cases affected by system errors within the supporting IT infrastructure. The purpose of this

---

<sup>6</sup> Where a person no longer requires to be assessed or managed by the Justice Social Work service, the service closes the record (the case) within the LS/CMI system.

review was to determine whether errors had any material impact on public safety or on any of the individuals who had been subject to those assessments. The multi-agency review considered 1032 cases and found no evidence that the inaccuracies led to any material impact. The report made 12 recommendations relating to Policy, Practice, Quality Assurance, Training, and the LS/CMI System. In 2022-23, the RMA will look to progress and to support others to progress those recommendations. In particular, a review of the implementation of the [Framework for Risk Assessment, Management and Evaluation](#) (FRAME) will commence this year. The Review report can be found [here](#).

### **Internet Offending Assessment Framework**

A two-year pilot of the framework for assessing recidivism risk in those convicted of possessing indecent images of children was commenced in June 2022 and this work is ongoing. The eight local authority pilot areas – South Ayrshire, Glasgow, South Lanarkshire, Edinburgh, East Lothian and the Tayside Partnership areas of Dundee, Angus, Perth and Kinross – have received training in the use of the C-PORT & CASIC assessment tool and have begun assessing individuals.

### **First Grant of Temporary Release (FGTR)**

The RMA and the Scottish Prison Service have commenced a four-year pilot in which RMA staff evaluate risk assessments and risk management plans for certain life sentence prisoner [FGTR](#) applications. This external secondary assurance process applies only to complex cases and is intended to support the development of risk practice, to identify and build upon areas of good practice, and ensure FGTR decisions are based on high-quality information about risk.

### **Counter-Terrorism**

Counter-terrorism remains an area of significant focus for the RMA. In 2022-23 the RMA formalised its working arrangements with the Counter-Terrorism Assessment Rehabilitation Centre (CT-ARC), and also welcomed the Australian Independent National Security Legislation Monitor (INSLM). Work with the Prisons Oversight Group and other justice partners to develop pathways for the assessment and management of this group of individuals also continues.

## **5. The Scottish Prison Service (SPS)**

The Scottish Prison Service (SPS) is an Executive Agency of the Scottish Government. The SPS's principal objective is to contribute to making Scotland Safer and Stronger. It has a duty to protect the public from harm by keeping those who have been sentenced in safe and secure custody. Its commitment to public safety is delivered through constructive engagement with those in its care, focussing on recovery and reintegration.

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. A key objective of ICM is to ensure that - along with the Police and other community justice partners, such as Local Authority Social Work, Housing, and Children and Families Departments - SPS meets statutory requirements to establish joint arrangements for assessing and managing the risk posed by individuals subject to MAPPA, including the sharing of information with community partners.

Such individuals are risk assessed, using a structured professional judgement approach informed by a variety of risk assessment tools to determine the management of the individual whilst in custody, and in preparation for pre-release planning and release. 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 Scottish Government MAPPA National Strategic Group, MAPPA Development Group and other short-life working groups, established to progress the future delivery of MAPPA. Prison Governors also contribute to and attend local Strategic Oversight Groups.

## Programme Delivery

Between April 2022 and March 2023, programme delivery achieved more stability following the COVID-19 pandemic and relaxation of covid-related practices. The following table provides an overview of programme targets and completions from this delivery period:

Programme	Target Risk	Target Completions <sup>7</sup>	Number of Completions
<b>Moving Forward 2 Change (Pilot)</b>	Sexual Offending	Pilot <sup>8</sup>	9
<b>Self-Change Programme (SCP)</b>	High intensity Violence	36	31
<b>Discovery</b>	Moderate Intensity Violence	56	36
<b>Constructs</b>	Problem Solving and Consequential Thinking	56	56
<b>Pathways</b>	Substance Use connected to offending behaviour	48	41

<sup>7</sup> SPS set target completions at the beginning of each delivery year based on programmes waiting list priorities and resources across delivery sites.

<sup>8</sup> As a Pilot Programme no targets were set. These can be determined following the pilot period and confirmation of approximate completion times per participant.

<b>Youth Justice</b>	Modular for young people in custody	Requirement/ Needs-led	7
<b>Ultimate Self</b>	Adult women in custody	Requirement/ Needs-led	14
<b>Short-term intervention Programme (STIP)</b>	Focus on desistence for men serving a short-term prison sentence	Requirement/ Needs-led	430

## Programme Developments/Design

The 2022-23 delivery period also held some positive outcomes in terms of the MFMC re-design (MF2C). Pilot programmes are ongoing and evaluation of MF2C will take place in the lead up to the end of this delivery period. SPS will continue to deliver MF2C following the pilot period as the main moderate intensity intervention for those who have sexually offended.

The Self-Change Programme (SCP) has also been piloted in HMP Glenochil and HMP Edinburgh with some re-design updates. SCP continues to be delivered in HMP Shotts and HMP Low Moss.

In the April 2023-March 2024 delivery period, evaluations of both MF2C and SCP will be complete and subsequently the programme materials will be presented to SAPOR for accreditation.

With the opening of HMP Stirling, a version of the Short Term Intervention Programme (STIP) has also been developed for female prisoners who have short-term sentences (F-STIP). Implementation of this is ongoing, with staff training being a requirement for this to progress.

## Resource and Delivery Focus

Across some SPS sites there are at times requirements for Programmes Officers to be redeployed into other operational roles. This has some impact on the programme delivery, with each site managing this locally. In line with previous years, completions have also been impacted by staff turnover, which in turn has an impact on training requirements. This continues to be managed via the national training plan, Programme Manager meetings and centrally within HQ.

The Psychology function is responsible for the Treatment Management of high intensity programmes as well as training delivery for programmes. Due to the difficulties in recruiting and retaining qualified psychologists, the training schedule has been reduced for critical requirements only. This has been planned in order to have minimal impact on national programme delivery plans.

## Future Focus

SPS remains cognisant of the needs of the population of individuals who are awaiting offending behaviour programmes. Each year the National Waiting Lists are reviewed to inform delivery. As such, high intensity programmes will continue to be

an area of focus. For the SCP, there is additional staff training planned to allow this programme to also be delivered in HMP Perth within the April 2023-March 2024 delivery period.

SPS also offers a range of other opportunities and support to people in custody to help them build their strengths and address their needs in preparation for release. Such support is 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.

## **6. Health**

The roles and responsibilities of the NHS within the MAPPA framework are set out in the Management of Offenders etc. (Scotland) Act 2005.

On 31 March 2022 there were 304 restricted patients recorded on ViSOR as being managed under the MAPPA process in Scotland. Work began last year on the collation of restricted patients' data nationally for annual reporting purposes with a view to ensuring that what is provided is meaningful and robust.

The Scottish Government continues to provide funding to the Forensic Mental Health Services Managed Care 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, for example, those related to MAPPS and information sharing processes; chairing regular meetings with MAPPA Health liaison colleagues to share good practice; and undertaking specific MAPPA related pieces of work.

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.

Work is currently being undertaken to refresh the current picture of key MAPPA contacts within all Health Boards and strengthen health links across Boards.

### **The Independent Review into the Delivery of Forensic Mental Health Services**

The Independent Review into the Delivery of Forensic Mental Health Services chaired by Derek Barron published its final report in February 2021. The Review made a number of recommendations, which, if taken forward will have implications for MAPPA partners. One MAPPA specific recommendation is for the Scottish Government to consider the development of a more consistent way of sharing forensic mental health expertise with MAPPA partners and other external individuals or organisations (including other NHS services) across the country, citing the NHS Lothian Serious Offender Liaison Services and NHS Greater Glasgow and Clyde

STAR services as potential models for this. The Forensic Network, in conjunction with the Scottish Government, has commenced work on this. The proposed model of service, which aims to facilitate the provision of advice and support to MAPPA partners in a more consistent way across the country, is being taken forward by NHS Lothian with support provided by the Forensic Network.

Scottish Government continues to progress a programme of work to deliver the commitments made in response to the Review, aligning with the finalisation of the Mental Health and Wellbeing Delivery Plan. Following this, consideration will be given to communicating the planned next steps for this work to key stakeholders.

## **7. Police Scotland**

Police Scotland works in partnership with other Responsible Authorities and DTC Agencies to provide effective and efficient policing of Registered Sex Offenders (RSOs) and Other Risk of Serious Harm individuals in pursuance of overall MAPPA management. This is achieved through consistent practice, enhancing and developing new and existing partnerships to manage the inherent risks and challenges posed by these individuals.

Recognising the critical role of lawful, effective and efficient information sharing, Police Scotland has supported the Home Office and SG in the development of MAPPS, promoting its use in Scotland as the platform for the secure storage and sharing of information between MAPPA Responsible Authorities.

Police Scotland has continued to engage with the SG and MAPPA partners seeking the development of a modern, fit for purpose, MAPPA communication strategy to build community confidence through promotion of the ongoing work of Responsible Authorities and DTC agencies.

In pursuance of continual professional development, Police Scotland's National Sex Offender Policing Unit has assessed recent Home Office commissioned academic research on offender profiles and behaviours in England and Wales, identifying changing demands and learning opportunities to develop ongoing Sex Offender Policing practices.

Police Scotland remains engaged with SG to develop appropriate legislation to best serve MAPPA objectives and protect communities of Scotland from current and future risks.

## **8. Sex Offender Community Disclosure Scheme (Keeping Children Safe)**

The [Sex Offender Community Disclosure Scheme](#) (Keeping Children Safe) 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 the person may be a risk to their child's safety and wellbeing.

For the year 2022-2023, Police Scotland received a total of 349 applications, an increase of 11 from the previous year. Online submission was the most common method of application with 330 received this way – an increase of 26 from the previous business year.

Each application submitted is carefully reviewed and risk assessed by specialist officers, including consideration of whether there is material to disclose. These processes help ensure potentially direct or indirect risks towards children are identified quickly and progressed by Police Scotland. Of the 349 applications received, a total of 14 progressed for disclosure, 3 of which were in relation to concerns around an RSO.

The scheme remains a proactive tool for protecting children, providing a clear access route for the public to raise potential child protection concerns and allowing parents/carers to take informed action to safeguard their children or indeed providing parents/carers with reassurance.

## **9. Social Work Scotland**

Social Work Scotland is the professional body for social work leaders, working closely with partners to shape policy and practice, and improve the quality and experience of social work services. The local authority is the Responsible Authority with primary responsibility for the management of individuals subject to statutory supervision in the community. This responsibility for the joint arrangements within a local authority lies primarily with the Chief Social Work Officer. However, other local authority services, such as housing, education and children and families, also have key duties in relation to this function.

As a Responsible Authority, the local authority is a key member of MAPPA Strategic Oversight Groups and contributes to significant case reviews and the implementation of any related recommendations pertaining to practice or adherence to legislation and guidance. The local authority is also a key member of local Public Protection Chief Officer Groups, and Social Work Scotland is represented on the SG MAPPA National Strategic Group by the Chair of the Justice Standing Committee. The management of the vast majority of RSOs is Police led for the purposes of MAPPA, however justice social work supervises and manages significant numbers of RSOs managed at MAPPA risk Levels 1 and 2 who are subject to community payback orders and licences following release from prison. This requires having a capable, well-trained workforce in order to manage this range of individuals.

Local authorities are also the lead Responsible Authority for MAPPA Category 3, Other Risk of Serious Harm Individuals. This includes people who are not required to comply with the Sex Offender Notification Requirements and who are assessed by the Responsible Authorities as posing a high or very high risk of serious harm to the public (for example, people convicted of serious violent and domestic abuse related offences). As with RSOs, the local authority is responsible for holding the community payback order or licence and for taking action to initiate breach proceedings with the court or the Parole Board where a person has breached their order or licence. This involves monitoring, management and targeted intervention to address offending and prevention of further offending. In certain cases, this will require recommending immediate recall to prison where there is an imminent risk of serious harm.

During 2022-2023, Justice Social Work has continued to:

- work in collaboration with other Responsible Authorities and DTC agencies to ensure the protection of the public;
- provide criminal justice social work reports and risk assessments to inform the court sentencing process;
- provide a throughcare service to prisoners released on statutory supervision including ongoing risk assessment, developing risk management plans, contributing to the Scottish Prison Service's enhanced Integrated Case Management (ICM) process and providing reports to the Parole Board for Scotland;
- deliver programmes to address sexual offending to individuals subject to community payback orders and licences in the community.

Justice social work professionals are also involved in contributing to the design, testing and training of the new MF2C programme. There are three local authorities piloting the new programme. This includes developing the intervention on release for those who have offended sexually and are assessed as highest risk and have undertaken the self-change programme in custody.

Social Work Scotland has been involved with local and UK partners in the development of the MAPPS programme. Ongoing work and further development will be required prior to the gradual implementation of the system, from October 2025.

## **10. Social Security Scotland**

On 8 January 2021, [the Management of Offenders etc. \(Scotland\) Act 2005 \(Specification of Persons\) Amendment Order 2020](#) came into force. The 2020 Order amended the Management of Offenders etc. (Scotland) Act 2005 (Specification of Persons) Order 2007 to include Social Security Scotland as a DTC agency under the terms of the 2005 Act and this Order provides for the exchange of certain prescribed information for those individuals subject to MAPPA.

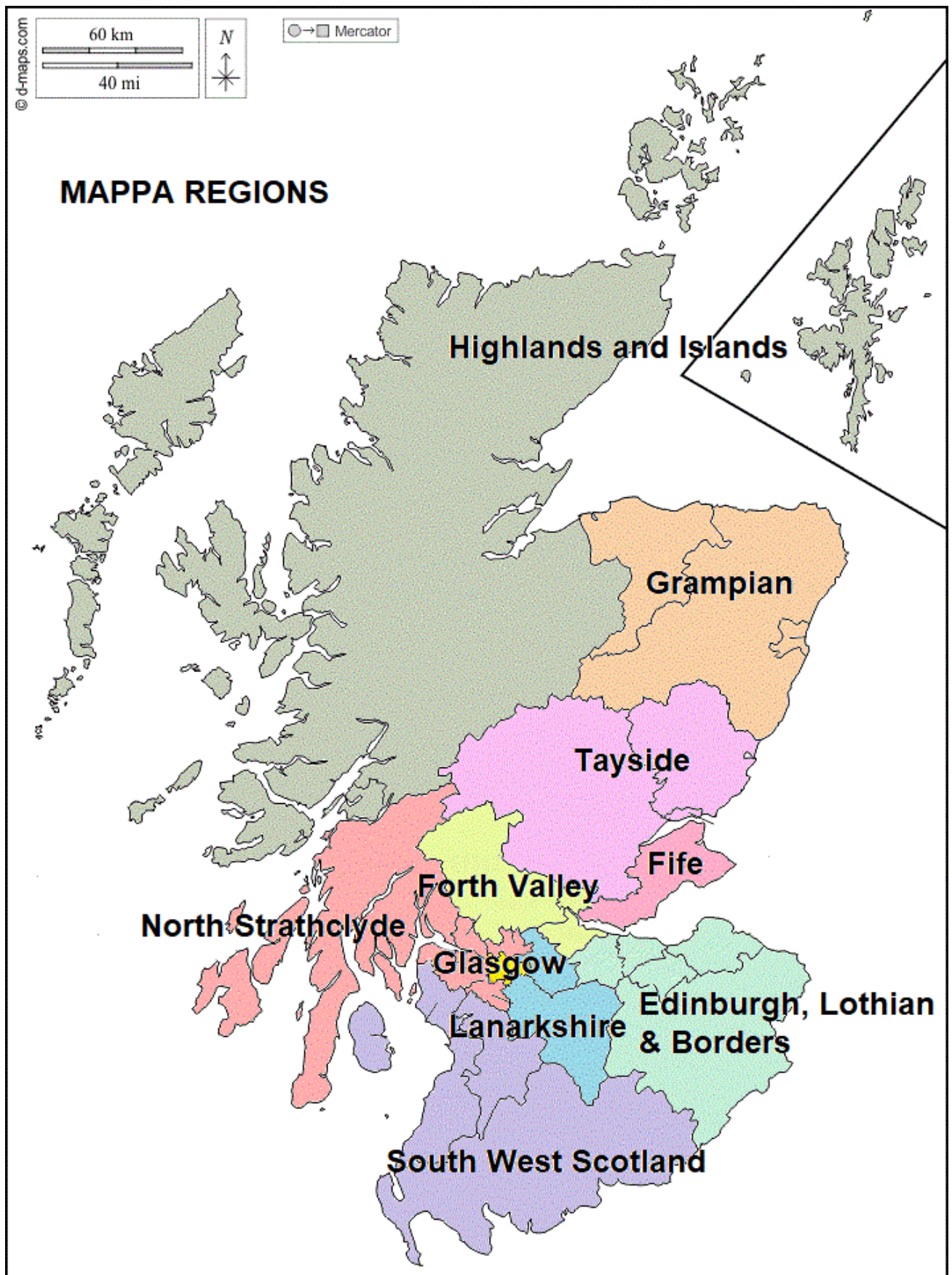
Since becoming a DTC agency on 8 January 2021, Social Security Scotland has shared appropriate information to manage the risk posed by individuals subject to MAPPA for the protection of the public.

Over the course of the last year, Social Security Scotland continued to develop relationships with the Responsible Authorities. They have informed the appropriate stakeholders of the new benefits they administer by corresponding directly with all Responsible Authorities via email and face to face sessions. This ensures they continue to receive notifications regarding individuals subject to MAPPA.

They have continued to support the learning and development opportunities for the teams involved in MAPPA activity and updating guidance where appropriate. Over the next 12 months Social Security Scotland aims to develop further its relationships throughout the MAPPA network to continue meeting their DTC responsibilities.



## Appendix A: Geographical MAPPA Region Model for Scotland





## **Appendix B: MAPPA Website Addresses**

### **Edinburgh, the Lothians and Scottish Borders**

[www.edinburgh.gov.uk](http://www.edinburgh.gov.uk)  
[www.midlothian.gov.uk](http://www.midlothian.gov.uk)  
[www.westlothian.gov.uk](http://www.westlothian.gov.uk)  
[www.eastlothian.gov.uk/mappa](http://www.eastlothian.gov.uk/mappa)  
[www.scotborders.gov.uk/MAPPAreport](http://www.scotborders.gov.uk/MAPPAreport)

### **Fife**

[Homepage | Fife Council](#)

### **Forth Valley**

[Home | Stirling Council](#)  
[www.clacks.gov.uk/community/ccjp/](http://www.clacks.gov.uk/community/ccjp/)  
[www.falkirk.gov.uk/services/people-communities/community-justice.aspx](http://www.falkirk.gov.uk/services/people-communities/community-justice.aspx)

### **Glasgow**

[Homepage of Glasgow City Council - Glasgow City Council](#)

### **Grampian**

<http://www.ouraberdeenshire.org.uk/our-priorities/aberdeenshire-community-justice-partnership/mappa/>  
[www.aberdeencity.gov.uk](http://www.aberdeencity.gov.uk)  
[Moray Council - Moray Council](#)

### **Highlands and Islands**

[www.orkney.gov.uk/Service-Directory/S/criminal-justice-team.htm#MultiAgency](http://www.orkney.gov.uk/Service-Directory/S/criminal-justice-team.htm#MultiAgency)  
[Shetland Islands Council – Shetland Islands Council](#)  
[www.highland.gov.uk](http://www.highland.gov.uk)  
[CnES Web \(cne-siar.gov.uk\)](http://cnes-siar.gov.uk)

### **Lanarkshire**

[www.northlanarkshire.gov.uk/](http://www.northlanarkshire.gov.uk/)  
[www.southlanarkshire.gov.uk/](http://www.southlanarkshire.gov.uk/)

### **North Strathclyde**

[www.argyll-bute.gov.uk](http://www.argyll-bute.gov.uk)  
[www.eastdunbarton.gov.uk](http://www.eastdunbarton.gov.uk)  
[www.eastrenfrewshire.gov.uk](http://www.eastrenfrewshire.gov.uk)  
[www.inverclyde.gov.uk](http://www.inverclyde.gov.uk)  
[www.renfrewshire.gov.uk](http://www.renfrewshire.gov.uk)  
[www.west-dunbarton.gov.uk](http://www.west-dunbarton.gov.uk)

### **South West Scotland**

[Multi Agency Public Protection Arrangements - Dumfries and Galloway Council \(dumgal.gov.uk\)](#)  
[www.south-ayrshire.gov.uk](http://www.south-ayrshire.gov.uk)  
[www.north-ayrshire.gov.uk](http://www.north-ayrshire.gov.uk)  
[www.east-ayrshire.gov.uk](http://www.east-ayrshire.gov.uk)

**Tayside**

[www.Angus.gov.uk](http://www.Angus.gov.uk)

[www.PKC.gov.uk](http://www.PKC.gov.uk)

[www.dundee.gov.uk](http://www.dundee.gov.uk)

## Appendix C: MAPPA National Data

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

### Numbers of Registered Sex Offenders in Scotland, 2022 to 2023

Category	2022	2023
RSOs managed in custody and in the community on 31 March	6,038	6,420
RSOs managed in the community on 31 March	4,520	4,747
RSOs managed at Level 1 in the community on 31 March	4,407	4,584
RSOs managed at Level 2 in the community on 31 March	111	140
RSOs managed at Level 3 in the community on 31 March	2	1
RSOs reported for breaches of notification	374	465
RSOs convicted of a further group 1 or 2 crime <sup>9</sup>	114	139
RSOs wanted on 31 March	16	13
RSOs missing on 31 March	0	0

On 31 March 2023, there were 6,420 RSOs in Scotland who were managed in custody or in the community. The total number of RSOs has increased by 6% compared with 2022 when there were 6,038 recorded.

On 31 March 2023, 74% of RSOs (4,747 RSOs) were being managed in the community, with the majority of these (4,584 RSOs) being managed at the lowest MAPPA management level, Level 1. The remaining RSOs (141) were being managed at level 2 or level 3.

In 2022-2023, 93% of RSOs (5,970 RSOs) complied with their notification requirements under the Sexual Offences Act 2003, compared to 94% (5,664 RSOs) in 2021-22. The proportion of RSOs who failed to comply with their notification requirements has increased to 7%, having been consistently at around 5%-6% for the previous six 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.

---

<sup>9</sup> Group 1 and 2 crimes - Group 1 relates to non-sexual crimes of violence and group 2 relates to sexual crimes.

The [National Statistics on Recorded Crime in Scotland 2022-23](#) published in June 2023, illustrated that sexual crimes accounted for 5% of all crimes recorded in Scotland in 2022-23, as was the case in 2021-22. The report stated that sexual crimes recorded by the police in Scotland decreased by 3% from 15,049 in 2021-22 to 14,602 in 2022-23. Despite this decrease sexual crimes have been on a long-term upward trend since 1974, with some fluctuations, with historical reporting of sexual crimes continuing to play a role in this. As detailed in the report, information from Police Scotland suggests that just over a fifth (21%) of sexual crimes in 2022-23 were recorded at least one year after they occurred. The increase in sexual cyber-crimes has also had an impact on the trend of recorded sexual crimes over the past ten years.

The number of RSOs who have been convicted of a further Group 1 or 2 crime has increased in the last year (139 in 2022-23 compared to 114 in 2021-22). 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 offences, the significant case review process examines the MAPPA policies and processes in place for the management of the individual. It identifies areas of learning and good practice and so contributes to continuous learning to improve future policy and practice.

### **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.

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

On 31 March 2023, of the 13 wanted RSO's, 11 were assessed as having left the United Kingdom with no indication that they have returned and 2 were believed to be within the United Kingdom. The latest update from Police Scotland provides that of the 2 RSO's who were wanted and believed to be within the United Kingdom, one has since been apprehended and the other has now been assessed as having left the United Kingdom. Police Scotland treat all missing and wanted RSOs with the utmost seriousness and 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](#).



© Crown copyright 2023

**OGL**

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence, visit [nationalarchives.gov.uk/doc/open-government-licence/version/3](https://nationalarchives.gov.uk/doc/open-government-licence/version/3) or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or email: [psi@nationalarchives.gsi.gov.uk](mailto:psi@nationalarchives.gsi.gov.uk).

Where we have identified any third party copyright information you will need to obtain permission from the copyright holders concerned.

This publication is available at [www.gov.scot](http://www.gov.scot)

Any enquiries regarding this publication should be sent to us at

The Scottish Government  
St Andrew's House  
Edinburgh  
EH1 3DG

ISBN: 978-1-83521-536-4 (web only)

Published by The Scottish Government, October 2023

Produced for The Scottish Government by APS Group Scotland, 21 Tennant Street, Edinburgh EH6 5NA  
PPDAS1359202 (10/23)

W W W . g o v . s c o t