



**MAPPA**

PROTECTING COMMUNITIES  
SUPPORTING CHANGE

**MAPPA**  
ANNUAL  
REPORT  
2025

# Working together to manage risk



## FOREWORD

On behalf of the Responsible Authorities and those agencies with a Duty to Cooperate with the arrangements in Southwest Scotland. I am delighted to present this, my first Multi-Agency Public Protection Arrangements (MAPPA) Annual Report as Chairperson of the Southwest Scotland MAPPA Strategic Oversight Group.

This report will provide an overview of MAPPA activity from 1 April 2024 until 31st March 2025, however, I firstly want to offer my sincere thanks to my predecessor Det Superintendent Peter Sharp for his steady stewardship as MAPPA SOG chair over the past year, which most of this annual report relates to.

As colleagues will be aware the Multi Agency Public Protection Arrangements have been in operation in Scotland for 18 years and the Management of Offenders etc Scotland Act itself, coming into force some 20 years ago. It's fair to say that the evidence reflects that Scotland is a safer place now, than it was, as a direct result of MAPPA. The Multi Agency Public Protection Arrangements have proven to be a success at bringing partners together to safely manage those in our communities who pose significant risk to our local communities.

It is understandable that some crimes cause our communities and the public, greater concern than others, in-particular sexual offences, and violence in all its forms, and any crime where children are the victims. It is these types of crimes which can often be publicly well documented and reported on, which drives expectation that there are robust and consistent approaches to address these. MAPPA is the means by which we as Responsible Bodies, take all reasonable steps to prevent such crimes from occurring and to

reduce the risk of further offending by those who have been convicted of such crimes.

The coordination of the efforts of all the agencies involved in managing the risk posed by these individuals. MAPPA in South West Scotland and beyond, achieves far more effective risk management together, than might be expected from each agency operating on its own siloed way. Through providing support and assistance to those whose risk is being managed under MAPPA, we also further reduce the possibility of reoffending.

I hope that the information within this report illustrates the levels of commitment, and the amount of work carried out by staff in all the partner agencies engaged in this complex and challenging task. This is the first annual report I have had the privilege to prepare, and it is my hope that it shows the effort made by each of the agencies involved in MAPPA across Southwest Scotland and our commitment to work together to keep our communities safe.

Our most valuable asset are our staff and it is crucial that we continue to invest in their development, skill and professionalism as well as their own wellbeing in delivering in this task. Over this reporting period, a commitment to high quality training has been an imperative for all members of the Southwest Scotland MAPPA Strategic Oversight Group.

Our ongoing commitment to the training, development and support of all our staff across the range of services which MAPPA represents has, I believe, been specifically observed in our relationship with Professor Emerita Hazel Kemshall. Professor Kemshall is widely accepted as the author of MAPPA as we experience it in the United Kingdom. I will provide more details of the training provided later in this report, but I want to reflect the importance that the Strategic Oversight Group, put on continuing to support the professional development and training of all our staff



through accessing the most relevant and up to date training available in the field.

In addition to benefiting from Professor Kemshall's training through the past twelve months, in May last year Professor Kemshall also attended a meeting of our Strategic Oversight Group providing support and guidance around improving the effectiveness of the Southwest Scotland MAPPA SOG. At this, she challenged us to develop a self-evaluation tool that measures how effective we are delivering upon our statutory duties.

I'm pleased to report that the SOG has continued to work with Professor Kemshall to create such a tool, which is now embedded into our Statistical Dashboard, which captures our progress, or otherwise, on our Key Performance Indicators, which is reported to the SOG and Chief Officer Groups, every quarter.

Finally, I would like to take this opportunity to thank our staff from all agencies, who have continued to work tirelessly to ensure public safety by supervising and managing the risks posed to the public by those subject to the MAPPA.

Mark Inglis  
Chair of South West Scotland MAPPA  
Strategic Oversight Group

# What are the Multi-Agency Public Protection Arrangements (MAPPA)?

The Multi Agency Public Protection Arrangements (MAPPA) are a set of statutory arrangements that allow for the assessment and management of the risk posed by people convicted of certain sexual and violent offences. MAPPA is not a legal entity in itself, but a set of administrative arrangements established to fulfil the requirements of Sections 10 and 11 of the Management of Offenders Act 2005. MAPPA became operational in 2007 and brings together the Police, Local Authority Social Work Justice Services, the NHS and Prison Service. In addition, some other agencies are under a duty to co-operate with the Responsible Authority in respect to the arrangements.

These include, housing providers, the Reporter to the children's panel, and electronic monitoring providers.

## MAPPA in Southwest Scotland

Since the enactment of the Management of Offenders Act 2005, Local Authorities, Scottish Prison Service, Police and Health Boards are required to work together to assess and manage the risk of serious harm some people pose to the public. This Annual Report outlines how MAPPA operates in Southwest Scotland, provides statistical information about the numbers of people we deal with, explains the MAPPA categories and shows how the arrangements work in practice. While it must be acknowledged that it is impossible to eliminate risk completely, all the agencies involved in MAPPA work tirelessly to ensure that every reasonable step is taken to reduce the risk of serious harm to the public. This is how MAPPA helps keep our communities safe.

As Responsible Authorities we are required to keep MAPPA under review and to publish an annual report. This report allows us to openly demonstrate to the public how effectively we manage those people who present a risk to them. It also outlines the steps being taken to refine and improve our practice. All the agencies involved in this work are highly motivated to ensure public safety and are keen that our practice and procedures be scrutinised and reviewed. In Southwest Scotland, we operate under a three-year strategic plan which we are required by the MAPPA guidance to regularly review. Accordingly, we are currently considering a fresh three-year plan.

The protection of the public and management of people convicted of violent and sexual offences is a challenging task, but by working together and making the most of our joint expertise and resources, the synergies achieved mean we can deliver a service which is more effective in reducing risk than it would be if it were operating in an uncoordinated single agency basis.

## Area Profile

The Southwest Scotland MAPPA area combines four local Councils. Dumfries & Galloway, East Ayrshire, North Ayrshire and South Ayrshire; an area more than 3,600 square miles. The area has a diverse population of around 520,000, located in urban, rural and isolated communities, including the island communities of Arran and Cumbrae. MAPPA in Southwest Scotland is comprised of Police Scotland V and U divisions, North, South and East Ayrshire Councils & Health and Social Care Partnerships (HSCP), Dumfries and Galloway Council & HSCP and the Scottish Prison Service (including HMP Dumfries and HMP Kilmarnock), NHS Ayrshire and Arran Health Board and NHS Dumfries and Galloway Health Board.

All Responsible Authorities are required by law (Management of Offenders Act 2005: <http://www.legislation.gov.uk/asp/2005/14/contents>) to have local MAPPA arrangements in place. These arrangements ensure we share information in order to manage risk.

## MAPPA Categories

The law in Scotland currently identifies three categories of offenders who must be managed under the MAPPA:

### Category 1 - Registered Sex offenders (RSO).

These are people who have been convicted of a specified sexual offence and/or to whom the notification requirements under Part 2 of the Sexual Offences Act 2003 apply.

### Category 2 – Restricted Patients

Those under:

- An order restricting discharge under section 59 of the Criminal Procedure (Scotland) Act 1995 (a compulsion order with a restriction order)
- An order under section 57(2) (b) of the Criminal Procedure (Scotland) Act 1995 imposition of special restrictions in disposal of case where accused found to be insane)
- A hospital direction under section 59A of that Act (direction authorising removal to and detention in specified hospital)
- A transfer for treatment direction under section 136 of the Mental Health (Care and Treatment) (Scotland) Act 2003 (transfer of prisoners to a specified hospital for treatment for mental disorder).

### Category 3 - Other Risk of Serious Harm Offenders

These are people who do not qualify under Category 1 or 2 but have been assessed as currently posing a risk of serious harm to the public. The link between the offence they have perpetrated and the risk that they pose means that they require active multi-agency risk management.

## Potentially Dangerous Persons (PDP)

Occasionally, following an initial court appearance people who might have been remanded into custody, have been released back into the community, albeit under strict bail conditions, until a trial diet can be arranged, and their case heard.

Some of these individuals have been assessed as presenting a high risk of serious harm to the public but, as they have not been the subject of any trial, they are therefore innocent in the eyes of the law. To manage the risk such people may pose, the Police can make use of a provision whereby the MAPPA arrangements can be used to manage people in the community who are considered by the authorities to be Potentially Dangerous Persons (PDP). Such people are not formally identified in the legislation as being MAPPA qualifying offenders, but the Multi-Agency Public Protection Arrangement framework can be used to identify and manage any risks they may pose; the Public would expect nothing less. The information sharing that occurs in relation to MAPPA qualifying offenders is required by section 10 and 11 of the 2005 act. The information sharing that takes place around a PDP is done based on the overriding principle of public safety.

## MAPPA Risk Levels

Every person managed under MAPPA within Southwest Scotland has been convicted of a sexual offence or is classified as a restricted patient, an Other Risk of Serious Harm Offender or a Potentially Dangerous Person. Past behaviour is one indicator of potential future behaviour and patterns can be predictive. Nonetheless, some offenders will never be convicted again, whilst others have the potential to commit another offence at almost any time. By compiling a risk profile of an individual offender and their circumstances from the information held by the various agencies, we can achieve a more robust, professionally structured Risk Assessment of how likely it is that they will re-offend and the level of harm or potential adverse consequences that might ensue if they do. As the circumstances of people's lives change, the likelihood of re-offending can shift over time, so risk assessments required to be regularly updated. The outcome of the risk assessments and accompanying relevant information are aggregated and a certain level of risk is assigned to each person.

### Low risk:

There's no current evidence of behaviours related to serious harm. Any serious harm-related thinking is under stable control supported by protective factors in their lives. Access to potential victims is extremely limited, restricting any ability to commit acts of serious harm, despite patterns of thinking or behaviour that would support this.

### Medium risk:

Has underpinning needs related to serious harm but is not seeking opportunities to cause serious harm or involving themselves in situations, or events, likely to result in serious harm. Likely to be complying with controls that limit victim access and engaging in interventions that address underpinning needs.

### High risk:

The person is likely to appear on the lookout for opportunities to offend or engage in regular behaviour that places them at significant risk of causing serious harm. The harm is not imminent as they may lack a specific target, or circumstances are missing that would cause offending, but this could change at any time.

### Very High:

The person is hugely invested in behaviours related to serious harm and seeks to create opportunities to engage in those behaviours. There is/are likely to be an identified future victim(s) and offence related circumstances will be repeating themselves, providing a sense of imminence to seriously harmful offending

## MAPPA Management Levels relate to the level of resources needed to manage the risks

The level of risk posed by those managed under MAPPA isn't static and varies over time. It is assessed using risk assessment tools and an analysis of the nature of all previous offending and the circumstances unique to each person. Once the level of risk has been assessed and agreed, and to ensure that they receive appropriate supervision and support, each person is monitored according to the level of resource needed to manage their individual risk.

There are three MAPPA management levels, these allow us to effectively deliver a level of service that is appropriate to need.

**Level 1** - Where a person can be safely managed, mainly by one agency.

People subject to Level 1 management are managed within the normal arrangements applied by whichever agency supervises them. However, information sharing between agencies still takes place and any risk actively and dynamically managed with risk level being escalated if required.

**Level 2** - Where more than one agency is required to implement the risk management plan.

The Risk Management Plans (RMP) for such people requires the active involvement of several agencies via regular MAPPA meetings. People managed at Level 2 are usually more complex and may involve risks related to mental health issues, substance misuse, unsuitable or unstable home circumstances and/or domestic abuse.



**Level 3** - Where a range of agencies are involved at a senior level to allocate the necessary resources to manage the case.

Some cases require involvement from senior officers to authorise the use of additional resources and provide ongoing senior management oversight. The assessed imminence of re-offending and the potential to cause serious harm together with the complexity of the case are carefully considered before referral to Level 3 is made. Level 3 Multi Agency Public Protection Panels (MAPPP) are chaired by a Senior Manager from the Responsible Authority.

Assessing and managing risk is complex with professional judgement and practice wisdom being an essential part of this. Whilst the primary function of the MAPPA is to ensure, as far as is possible, the public is protected, this can be challenging to achieve. Many offenders present with difficult and unpredictable behaviours and engage in covert and devious activities. Multi-agency collaboration and information sharing is the key mitigation against many of these complexities. Teamwork and cooperation allow a fuller assessment of risk and offers greater opportunities for early intervention by agencies when required.

MAPPA agencies use a range of methods to manage people including:

- The use of fully accredited Risk Assessment Tool
- Regular multi-agency meetings to share information, act and reduce the risk of harm.
- Police and Criminal Justice Social Work visits/ interviews, both announced and unannounced.
- Continual reviews of the level of risk posed by each offender.
- Multi agency environmental scanning to inform decisions on accommodation.
- Focused interventions to reduce re-offending.
- Possible recall to prison for any breach of the conditions of release or court order.
- Use of electronic tagging and conditions such as curfews.
- Control of the way in which information about specific offenders is shared with the public or key community representatives.

The police and prison service receive a notification from the courts following conviction. All people convicted of sexual offences are subject to registration, and those in the community must register with the police within three days of their conviction. For those who are in prison, within three days of their release. Failure to register is an offence which can lead to a term of imprisonment. Following conviction, each person is risk assessed and reviewed through MAPPA. Once a risk assessment has been carried out a Case Management Plan or for higher risk cases, a Risk Management Plan is formulated.

## MAPPA Coordinator

Co-ordination is a crucial element of the MAPPA process and ensures that the relevant functions of the framework operate effectively. When an offender is placed under Sex Offender Notification Requirement (SONR), the MAPPA Coordinator receives a MAPPA notification. Where the offender meets the Level 2 or 3 criteria, a referral is also made. Thereafter, the Coordinator facilitates the responsible authorities in their statutory responsibility to do the following:

- Receive referrals for RSOs, other risk of serious harm offenders and restricted patients who pose a risk of serious harm which needs to be managed at either Level 2 or Level 3
- Share information relevant to the management of the risk of serious harm with other agencies within MAPPA on the basis that the information will be held securely and used by appropriate personnel within those agencies for public protection purposes only.
- Receive the risk management plans and create the minutes from all relevant Level 2 and Level 3 meetings, clearly showing the status of each offender, the agencies which are delivering components of the plan and any review arrangements.
- Provide a single point of contact for advice on all aspects of MAPPA.



# South West Scotland MAPPA Statistics

## 2025: Overview

### Number of People managed under MAPPA by Category on 31 March 2025

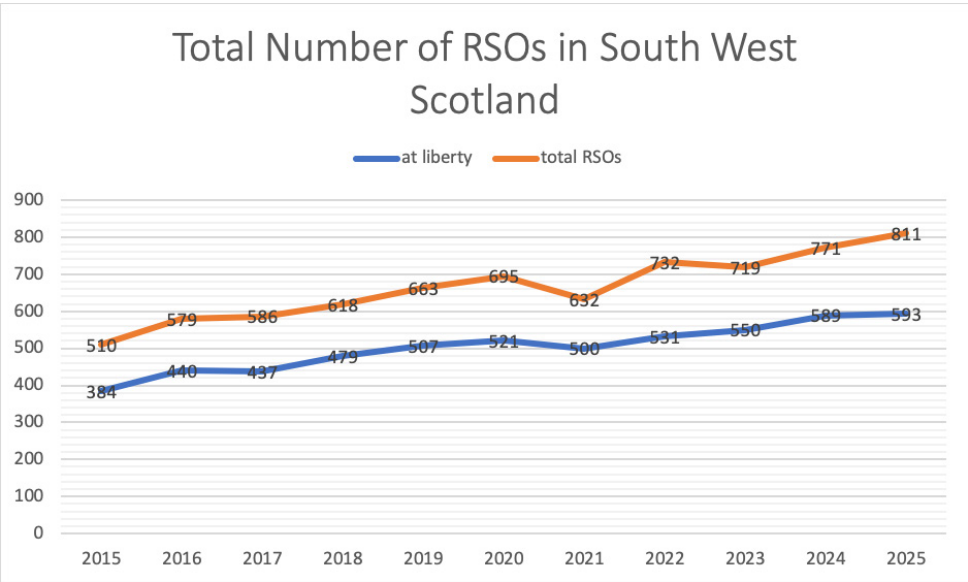
On 31 March 2025, a total of 832 people were being managed under the MAPPA in Southwest Scotland. This figure includes all MAPPA categories, be they in the Community, in Prison or in a hospital. This is an increase of 38, (5 % on last year's total of 794)

The 832 people being managed is broken down as follows:

By Category	By Management Level (RSO only)
<ul style="list-style-type: none"><li>• 811 were Category 1 (Registered Sexual Offenders)</li><li>• 21 were Category 2 offenders (Restricted Patients) and;</li><li>• 0 were Category 3 (other risk of serious harm offenders)</li></ul>	<ul style="list-style-type: none"><li>• 768 registered sex offenders were being managed at MAPPA Level 1;</li><li>• 37 at Level 2 and;</li><li>• 6 at Level 3</li></ul>

Since 2007, the number of Registered Sex Offenders managed under MAPPA in Southwest Scotland has continued to increase at an average annual rate of around 6% each year.

Last year we had 771 RSOs, this year 811 which amounts to a 5.2% increase.



## VISOR

ViSOR is the Violent and Sexual Offenders Register, often referred to as the “Sex Offenders Register”, which, in Scotland, is used as an information sharing tool, to manage, Registerable Sexual Offenders, Other Sexual Offenders, Offenders who pose a risk of Serious Harm to the community, Restricted Patients, Registerable Terrorist Offenders and other Potentially Dangerous Persons.

Visor allows each agency to place information within it that can be viewed by other partner agencies and contribute to the risk management of people in real time.

Information can be drawn from ViSOR to allow analysis of trends and to provide information that will allow more effective resource allocation.

## MAPPS

Visor has served us well over the last 17 years however it has now reached the point where it is approaching obsolescence, and a new system is being developed to replace it. The new system, the Multi Agency Public Protection System (MAPPS) will perform all the functions of Visor but with improved user interface and accessibility. It is anticipated that the MAPPS will go live sometime in 2027.

## MAPPA Governance

MAPPA does not operate in isolation; it is a part of the wider Public Protection arena. The chair of the MAPPA SOG provides regular reports to all four Public Protection Chief Officers Groups and strong links have been established between MAPPA and the various Child Protection, Adult Protection and Public Protection Lead officers across the four local authority areas. In addition, new links have, this year, been developed between MAPPA and Community Justice Scotland with these new links being exploited

to improve service delivery within areas of overlap. The operation of MAPPA involves a complex interplay between different, and often competing, priorities, cultures, and professional objectives. None the less, the Southwest Scotland MAPPA SOG have been able to deliver a consistent and effective service by dynamically balancing increasing workloads and decreasing resources.

## Roles and responsibilities

MAPPA in Southwest Scotland (SWS) operates with a two-tier structure; operational and strategic. Senior representatives of the Responsible Authorities form the Strategic Oversight Group (SOG), this group scrutinises and governs the arrangements. The MAPPA Operational Group (MOG) oversees the day-to-day operation of the arrangements.

The SOG is responsible for the strategic development and oversight of MAPPA. It monitors communications between MAPPA and other Public Protection partnerships such as Child Protection and Adult Support and Protection. Joint working and information sharing between agencies is the most critical part of the arrangements. Whilst the Police and Local Authority Justice Services are the lead agencies for the management of registered sex offenders in the community, the Scottish Prison Service are the responsible authority for those offenders within the Prisons estates. Health Boards are the responsible authority for Restricted Patients and are also held to be under a “duty to cooperate” in respect of other classes of offenders. A summary of the roles and responsibilities in relation to Multi Agency Public Protection in Southwest Scotland is provided below.

In our area, there are four Chief Officers Groups operating within the respective local authorities: Dumfries and Galloway, East Ayrshire, North Ayrshire, and South Ayrshire.

The chair of the SOG is responsible for providing the chief officer groups with regular updates on the operation of the MAPPA.

### **The Responsible Authorities**

Health: Restricted Patients

The care of all restricted patients within Southwest Scotland is managed through the Enhanced Care Programme Approach (ECPA), whether they are detained in hospital or living in the community. The mandatory ECPA process for restricted patients involves regular multi-disciplinary/multi-agency review meetings (ECPA meetings) with standardised documentation for Care Plans incorporating risk issues and contingency plans. The police, and other relevant agencies, are involved in the ECPA process.

### **Foxgrove**

Currently there is no secure adolescent inpatient service for young people suffering mental illness in Scotland. Consequently, there is a population of young people living in Scotland whose complexity of presentation and severity of risk is not met within NHS Scotland. This means they need to travel to England to receive care – or perhaps end up in a service that is designed for adults rather than children.

Foxgrove, the new 8 bed, National Secure Adolescent Inpatient Service based at Irvine Central Hospital aims to meet that need and provide a dedicated and appropriately skilled multidisciplinary healthcare team to deliver the level of care that these young people deserve, closer to home. It is possible that some of these young people will fall under categories that require MAPPA management and proactive engagement with the MAPPA partners has taken place to ensure the success of this new unit which should begin to receive patients in the Summer of 2027.

### **The Priory Ayr Clinic**

The Priory Ayr Clinic is a 36-bed independent psychiatric hospital providing low secure facilities for men and women with a mental illness, mild learning difficulty, personality disorder or acquired brain injury. The service aims to allow suitable patients, who are not ready to move on, to experience a better quality of life. The hospital has 34 en-suite single bedrooms in a two-storey purpose-built facility. It has three wards: Arran, Bellisle and Low Green and a self-contained flat for two patients, known as the transitional assessment service. This is for patients preparing for discharge. The clinic also operates a separate Low Secure Unit with 8 beds at Lochlea House in Mauchline and an 8-bed step down facility, the Gatehouse, in Ayr. At any time, a small number of patients within these facilities will be Restricted Patients and subject to statutory ECPA and, where appropriate, MAPPA. A Senior Member of the clinical team sits on the Strategic Oversight Group (SOG).

### **Health Boards**

Whether they be detained in hospital or living in the community, the Local Health Board is the Responsible Authority for all Restricted Patients. The care of Restricted Patients is managed through a process called the Enhanced Care Programme Approach (ECPA). This process is not dissimilar to MAPPA but is aimed at the clinical care of the patient. ECPA is mandatory for restricted patients and involves regular multi-disciplinary/multi-agency review meetings (ECPA meetings) with standardised documentation for care plans incorporating risk issues and contingency plans. The police and other relevant agencies are involved in the ECPA process. The information from the ECPA meeting informs any MAPPA meeting that may be called when patient is being considered for unescorted community access.

Dumfries and Galloway Health Board and

Ayrshire and Arran Health Board each have nominated a single point of contact for MAPPA. The single point of contact, who is a senior manager within the Health Board has a place on the SOG. All Restricted Patients have a Mental Health Officer (MHO) and a Responsible Medical Officer (RMO) with specific responsibilities in relation to their care. They attend MAPPA meetings for Restricted Patients alongside other members from the clinical team, the Police, Housing Services, or any other agency that might be involved. The State Hospitals Board for Scotland is also included in the legislation as a Responsible Authority but, as with other Health Boards, only in respect of Restricted Patients.

### **The Scottish Prison Service**

The SPS is the Responsible Authority for Category 1 registered sex offenders and Category 3 other risk of serious harm offenders, whilst they are in prison. Whilst a person is in custody, Prison Based Social Workers will apply the appropriate risk assessment tools. These tools are crucial in determining how a person should be managed during their sentence and for pre-release planning. The SPS also work in partnership with the local justice services supervising officer during sentence and in preparation for release. This process of sentence planning is referred to as Integrated Case Management (ICM).



## Parole

Parole is a system that allows offenders in custody to be released back into the community under licence conditions, which are supervised and monitored by a justice social worker. Licence conditions are a strict set of rules established by the Parole Board for Scotland, which an individual must adhere to for compliance, engagement, and risk management while serving the remainder of their sentence in the community. If an individual breaches their licence conditions, they can be recalled to prison immediately and may face further convictions for breaching their supervision order. Parole is only granted when the designated Parole Board is satisfied that the risk presented by the person can be managed in the community. When release on parole licence is granted, an individual will serve a period on licence in the community until the end of the sentence imposed by the court, known as their sentence expiry date (SED).

The Parole Board for Scotland is a Tribunal Non-departmental Public Body whose members are appointed by the Scottish Ministers. The Board has several statutory functions but operates as an independent body separate from the Scottish Government. Directions made to Scottish Ministers by the Board regarding the early release of a person are binding, except in deportation cases and applications for compassionate release, where the Board will offer advice only. Prior to 2024, individuals sentenced to less than four years in prison, known as "Short Term", prisoners (STP), were released into the community unconditionally at the halfway point of their sentence, based on the calculation of their Earliest Date of Liberation (EDL) as directed by the court.

The Parole Board had no role in such cases.

In 2024, the Scottish prison population rose rapidly, and prisoner numbers have continued to remain high in 2025, creating a population crisis across the prison estate. In response, the Scottish Government passed an Emergency Bill in November 2024 to address the overcrowding situation. The Prisoners (Early Release) (Scotland) Bill, often referred to as the STP40 Bill, was introduced as a result. From 11 February 2025, the bill changes the release point for most short-term prisoners (those serving sentences of less than four years) from half (50%) of their sentence to two-fifths (40%) of their sentence.

However, the Bill also details circumstances and convictions that create exclusionary criteria, meaning it will not apply to short-term prisoners currently serving sentences for:

- Offences with a statutory aggravation as described in section 1(1)(a) of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016.
- Offences under section 1(1) of the Domestic Abuse (Scotland) Act 2018.
- Offences listed in paragraphs 36 to 60 of schedule 3 of the Sexual Offences Act 2003.

It should be noted that these exemptions do not apply to Registered Sex Offenders who have been convicted of breaching any supervisory instrument, such as a Sexual Harm Prevention Order. Short-term sex offenders sentenced for a breach of SHPO will now be now released on licence at the 40% point of their sentence, and their licence conditions are set by the Scottish Government Justice Directorate. The Parole Board will only become involved if the person breaches their licence and is recalled or is seeking re-release following recall.

Those serving more than four years, known as "Long Term", prisoners (LTP), are entitled by law to be considered for parole once they have served half of their sentence, known as the Parole Qualifying Date (PQD). If early release is not directed at the first review, the Board will reconsider the person's case at no more than 12-month intervals until the person reaches their Earliest Date of Liberation; the two-thirds point of their sentence; or six months before the expiry of the sentence, depending on when they were sentenced. At this point, the Scottish Ministers are legally required to release the person into the community on licence. This point, six months prior to sentence expiry, is the calculated EDL for LTPs in custody.

Some individuals have Extended Sentences, meaning they are given a full custodial sentence and an additional extended sentence by the court. The extended sentence will always be served in the community, and at the point of expiry of the custodial sentence, individuals with an extended sentence do not require to be released by the Parole Board for Scotland before they are returned to the community. Individuals serving an extended sentence will be subject to the same management under licence conditions as those released into the community by the Parole Board. The Board will deal with two types of extended sentence offenders:

- Those sentenced to a short-term custodial term, but whose extended sentence cumulatively takes the overall sentence length to more than four years. These individuals will be referred to the Board for licence conditions only prior to the expiry of their custodial sentence and will serve their full custodial sentence in prison.

- Those with a custodial term of more than four years will be afforded the same consideration as regular LTP offenders with a determinate sentence. This means they will receive a PQD and be considered for release prior to the expiry of their custodial term. If parole is granted to these individuals, their licence length will encapsulate the remainder of their custodial term and will continue until their extended sentence expiry date (Ex-SED).

An individual convicted to a life sentence is informed at the time of sentencing in court of the minimum period they must spend in prison, known as the punishment part (PP) of the sentence. Their case will be considered by a Tribunal of the Board as soon as possible after their punishment part expiry date (PPED). If they are not released at the first review, they are required by law to have a further review within two years. Subsequent reviews will be set by the tribunal. Life sentence prisoners released into the community will be released on Life licence, parole conditions which allow the individual to serve the remainder of their Life sentence in the community.

More information on Parole can be found at [scottishparoleboard.scot/faq](https://scottishparoleboard.scot/faq)

## The Police

The responsibilities of the Police in relation to registered sex offenders include maintaining the ViSOR records of those persons in Scotland who are subject to the notification requirements of the Sexual Offences Act 2003 and to initiate enquiries where such persons fail to comply with the requirements placed upon them. The Police, as one of the Responsible Authorities within the MAPPA, has an important role in assessing and managing the risk presented by sex offenders in the community and a responsibility to develop, in conjunction with partner agencies, risk management plans for the purpose of monitoring and managing those people. Where someone in the community is subject to no other form of statutory supervision, then the police assume the role of lead agency for that person. This includes sharing the responsibility for assessing all Registered Sex Offenders, within the community. The assessment is carried out by officers working within the Sex Offender Police Unit, and colleagues within Justice Services, who have been trained in the use of specialised risk assessment tools. The Police also play an important role in the management of restricted patients, and people assessed as other risk of serious harm, particularly regarding risk assessment and the ratification of risk management plans.

## Local Authorities, Justice Social Work Services

The Local Authorities provide a range of social work and social care services, including the provision of justice services. The core justice social work responsibilities are:

- The provision of reports to the Court and Parole Board.
- Supervision of probation; community service and supervised attendance orders and
- Supervision of post-custodial licences.

Whilst public protection and the risk management of registered sex offenders is a core objective of justice social work services, the primary aims of Justice Services are resettlement and rehabilitation. Justice Services have responsibility for the risk assessment and management of all registered sex offenders subject to community supervision. All persons leaving custody are entitled to apply for voluntary throughcare up to 12 months after leaving custody. National Objectives and Standards for Justice Services lay down that reports to Court or the Parole Board should include a risk assessment and any action plan for someone on probation, or a post-custodial licence should include a risk management plan aimed at reducing the risk of re-offending or the risk of serious harm. Supervision of these orders or licences should be informed by the risk management plan.

In cases where a person subject to sex offender registration is also subject to statutory supervision in the community by local the Local Authority, they are the Responsible Authority. When Justice Services supervision ends the police will become the responsible authority, but the person will still be managed under the MAPPA for the registration period.

## Child Protection

The protection of children is the responsibility of everyone. Senior personnel from Children and Families Social Work Services will attend MAPPA meetings and share information with other agencies where there are concerns about young people who may be actual or potential victims. This information will be shared for the purpose of developing comprehensive risk management plans of which a robust victim safety plan is a central component.

## Adult Support and Protection

The Adult Support and Protection (Scotland) Act 2007 provides measures to support and protect adults who are seen to be at risk of harm, be it physical or psychological harm, neglect, sexual abuse or financial exploitation. The Act places a duty on Local Authorities to make the necessary inquiries and investigations to establish whether further action is required to stop or prevent harm occurring and a requirement for specified public bodies to co-operate with local authorities and each other about adult protection investigations. Where appropriate, Adult Protection legislation will be utilised to protect any adults identified during the MAPPA process as being at risk of harm. It must be remembered that the person subject to the arrangements may, in fact, be an adult at risk.

## Duty to Co-operate Agencies

Duty to Co-operate agencies such as Health Boards (in respect of registered sex offenders), Housing Providers and other Voluntary or Private Sector Organisations have a responsibility to share information, search records for any involvement with named offenders, and participate and contribute meaningfully, on a case-by-case basis, to the Risk Management Plan in accordance with their statutory function.

## Health Boards

Whilst Health Boards are a Responsible Authority in respect of Restricted Patients, they have a duty to co-operate in respect of Registered Sex Offenders and those people identified as posing other risk of serious harm. Registered Sex Offenders may have contact with the health service in several different contexts. Most contacts with the NHS are via General Practitioners (GP's) outpatient or inpatient attendance at District General Hospitals, this will also include, for a few

individuals, contact with Mental Health Services where people receive treatment voluntarily or under the Mental Health (Care and Treatment) (Scotland) Act 2003 or, for example, addiction services. Where a person has contact with the health service then the health service has a duty to co-operate with other agencies in terms of information sharing and contributing to risk management. Where there are specific issues (i.e. a disability or enduring health diagnosis) that requires the provision of services to people or where there are concerns about risk to staff or other patients, then this is communicated by the MAPPA Health representative, or single point of contact, to health service staff so that appropriate arrangements to manage any risk to staff or patients are put in place. Equally, where health staff have information that is pertinent to risk management then this is shared with other agencies within MAPPA.

## Electronic Monitoring Services

Electronic monitoring is well established as a potential sentencing disposal assessed at Criminal Justice Social Work Report stage, via the Restriction of Liberty Order. In addition, the ability to impose a Restricted Movement Requirement has been available as an additional requirement for a Community Payback Order. The Management of Offenders (Scotland) Act 2019 has now allowed for the introduction of electronic monitoring (EM) on Bail and the Restricted Movement Requirement on a Community Payback Order (CPO) at first disposal.

Electronic monitoring requires assessment to consider the potential impact, in terms of likely compliance, supporting any risk management plan and in terms of the impact upon other householders and also the ways such monitoring can be targeted and used creatively depending on individual risks, with restriction hours tailored around the individual's

offending behaviour, employment, family commitments, and so on. If it is identified that the individual poses a risk of offending during particular time periods, the curfew can be tailored to fit such patterns, and this information can be included in the assessment. The Electronic Monitoring Order (EMO) is a common form of order, which will also be in place with all court based electronic monitoring and will therefore be imposed in tandem with any Community Payback Order which has a Restricted Movement requirement or alongside EM on Bail. There has for some time been national focus on alternatives to the use of remand with bail supervision and electronic monitoring on bail being considered as credible alternatives. Bail supervision across South West Scotland is delivered by Justice Social Work Services whereby individuals who would otherwise be held on remand are released on bail on the condition that they meet with a bail supervisor a specified number of times per week.

### Housing Agencies

Housing agencies, under a duty to co-operate, are Local Authority housing services and providers and Registered Social Landlords. Their role is to contribute to the management of risk identified by Responsible Authorities by

providing accommodation; liaising with the Responsible Authorities on the ongoing management and monitoring of the risk of the person as tenant, including any tenancy moves or evictions; having regard to community safety and having in place exit strategies where a property is no longer suitable and/or the person's safety is at risk. In the Southwest Scotland area, each local authority has recruited a dedicated Sex Offender Liaison Officer (SOLO) who works directly with person subject to the MAPPA arrangements. These officers have proven to be critical to the overall risk management of registered sex offenders. Indeed, the SOLOs have worked closely with the MAPPA Coordinators and the Responsible Authorities in SWS to further strengthen their risk assessment processes to ensure that community safety is at the heart of all procedures.

In Southwest Scotland, Environmental Risk Assessments (ERA) are carried out on every property that is potentially available (with all partners participating), in order to minimise any risks. Victim issues are the primary focus of the ERA. SOLOs are standing members of all MAPPA meetings, with Registered Social Landlords and supported accommodation providers additionally represented where appropriate. This collaborative approach minimises the potential for a person to be released from custody and accommodated within the same locality as a victim.

## What if someone commits an offence while they are managed under the arrangements?

Initial Case Review (ICR)/Significant Case Review (SCR)

Reoffending rates of those subject to MAPPA tend to be very low but sadly they are not zero. Whenever any person managed under the MAPPA, goes on to commit a further sexual offence, causes some other form of serious harm or, where, as a result of their status as a Registered Sex Offender, the person themselves become the victim of serious crime, the MAPPA SOG must review the management of that person in order to identify any learning points that may prevent such circumstances arising again. The review process is designed to examine the actions or processes employed by the agencies involved to ensure that all reasonable steps had been undertaken and to capture any learning. The level of review undertaken is determined by the nature and seriousness of alleged further offending. The review process employed by Southwest Scotland Strategic Oversight Group involves peer scrutiny of such cases by personnel from another local authority. Although challenging to administer, this system has been very successful and provides reassurance to the SOG that standards within the four local authorities are consistent and high. It should be noted that the 2022 MAPPA Guidance significantly increased the threshold for a Significant Case Review, however a local process to capture learning from cases that do not meet the new serious harm

### Disclosure

Occasionally it is necessary to disclose information regarding a person's status to protect another person or persons. This may be done in circumstances where there is child, and adult protection concerns or if a person's employment brings him/her into contact with children or other vulnerable people – this will be influenced by the nature of their offending.

Disclosure of an offender's status can happen in three ways:

- The individual can self-disclose.
- A Public Interest Disclosure can be made by Police Scotland.
- A disclosure can be made by social workers, in relation to the protection of children and vulnerable adults.

Decisions are made carefully on a case-by-case basis with several factors considered such as:

- The type, frequency, and pattern of offences.
- How well a person complies with the conditions or restrictions of their sentence.
- Behaviours which may indicate further offending is likely.
- The harm further offences would cause.
- Potential negative consequences of disclosure to an individual, their family and whether they would be considered vulnerable.
- The range of conditions on the licence or order; and
- Whether disclosure could lead to a person absconding.



## Risk Management

Risk Management Plans increase a person's capacity to control their behaviour and manage the risk they pose to the public. This requires a balanced approach making use of both restrictive measures and supportive measures. The supportive measures available generally amount to skill building, assisting the individual to seek appropriate employment, securing stable housing, providing treatment for any mental health issues, physical health issues or addictions that may be factor in their offending. The restrictive measures usually amount to a legal order of some description. A variety of different statutory measures can be imposed (i.e. parole licence, non-parole licence, extended sentence, Supervised Release Order, Community Payback Orders and Civil Preventative Orders) where the risk presented by an individual makes additional, enforceable measures necessary.

Going forward, MAPPA level 2 and level 3 chairs will now routinely refer to the detail of the Risk Management Plan while conducting MAPPA meetings.

### Civil Preventative Orders

Sections 10 to 40 of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016 ("the 2016 Act") came into force on 31st March 2023.

These sections introduce two preventative orders which can be applied to relevant sex offenders and those who pose a risk of harm: Sexual Harm Prevention Orders (SHPO), and Sexual Risk Orders (SRO) respectively.

The SHPO is a preventative order designed to protect the public from sexual harm. This order is available in Scotland, with comparable

SHPOs available across the rest of the United Kingdom. This order replaces Sexual Offences Prevention Orders (SOPOs) and Foreign Travel Orders (FTOs)

The Sexual Risk Order (SRO) is a civil preventative order designed to protect the public from sexual harm. Unlike SHPOs, there is no need for a previous conviction or equivalent. The order is available in Scotland and replaces the Risk of Sexual Harm Orders (RSHOs. If people fail to comply with the restrictions provided by these orders, they will be arrested and can be returned to prison.

Since the last Annual Report was published, MAPPA partnership working has continued to allow us to effectively utilise the expertise of many organisations. MAPPA Administration, which supports the arrangements has continued to improve and develop in response to changing operational environment. The restrictions placed upon us during the covid 19 pandemic have eased but process improvements continue to be developed. New practices which were put in place during the pandemic have now become "business as usual" and the use of technology such as Microsoft Teams has been a key tool for MAPPA level 2 and 3 meetings. This has resulted in noted efficiency and allowed additional time to focus on operational priorities. Face to face visits with those managed under MAPPA have resumed and remain, without doubt, the best way to assess risk.

## What we have achieved since the last Annual Report

**MAPPA Video.** In 2019, following a spike in the number of "Outings" where the public demonstrate outside the homes of sex offenders, discussions took place regarding the production of a short Video summarising the operation of the arrangements. Initially it was proposed that the film should be made available to the public to dissuade them from "outing" MAPPA nominals, but agreement could not be reached on this. It was however agreed that such a film would be a very useful staff training tool.

**MAPPA Rebrand.** A by-product of the work that took place to develop the MAPPA video was that the SOG looked at the existing MAPPA image in Southwest Scotland and felt that it was no longer fit for purpose. Consequently, a new MAPPA brand was created. The video, and accompanying leaflets, posters, pull up banners and other public facing materials are all now consistent with the New MAPPA Brand.

**MAPPA Chairs Training.** On 4th February 2025, Professor Emerita Hazel Kemshall provided training to a group of MAPPA level 2 and 3 chairs from across the region. As always, Professor Kemshall's input was very well received. Professor Kemshall was followed by an input from Ms Lauren McClintock and Mr Eddie Kotrys of the Risk Management Authority (RMA), this training focussed on Risk Management Plans.



**RMA MAPPA Chairs Support.** On 18th, 19th, 20th of February 2025 Mr Eddie Kotrys of the RMA provided support in the form of a webinar to MAPPA level 2 and 3 chairs.

**Effective Risk Practice Webinar.** On 18th & 19th March the MAPPA office in Ayr hosted a Webinar in which Professor Kemshall provided an input to 60 staff from across the region on Best Practice in Risk Management.

**MAPPA Data Dashboard** Development work continues on the MAPPA statistical dashboard. The results of MAPPA case file audits and the SOG Key performance indicators have now been included in the Dashboard. This gives the SOG additional interactive information in respect of the performance of the arrangements and how effective they are at reducing risk.

**MAPPA Heat map.** One of the key performance indicators developed under the guidance of professor Kemshall was for the SOG to create a mechanism to ensure that it did not inadvertently place too many MAPPA managed offenders into the one locality. Consequently, the MAPPA office has created a heat map, that is colour coded and shows the concentration of offenders across the region. SOLOs have found this helpful during the ERA process. Obviously, the information it contains is highly sensitive, so it is accessed on a "need to know" basis.

**Effectiveness of MAPPA**  
In 2024/25, 26, or 17%, of meetings (156) resulted in MAPPA level being decreased (more than last year when 21 out of 144 (15%) decreased). Four meetings, or 3%, resulted in MAPPA level increase (one fewer than last year).

In addition, 15 meetings this year resulted in MAPPA risk level being decreased (two more than last year when 13 decreased). This included two from very high to high and 11 from high to medium. There were four meetings where the MAPPA risk level was increased (there were six last year).

These are good indications that the resources deployed to manage risk are producing positive outcomes with reductions in both risk levels and management levels, while the increase in risk levels in a small number of cases illustrates that agencies remain alive to the dynamic nature of risk.

**Case File Auditing**  
The routine auditing of randomly selected cases has now been implemented. The data harvested from these audits is now incorporated into the statistical dashboard and adds additional depth to our self-evaluation process.

# Southwest Scotland MAPPA Statistics 2024/25

Table 1: Registered Sex Offenders

Registered Sex Offenders (RSO's)	Number
a) Number of Registered Sex Offenders:	811
1) At liberty and living in your area on 31st March :	592
2) Per 100,000 of the population on 31st March:	143
b) The number of RSOs who were charged for breaches of the notification requirements between 1st April 2024 & 31st March 2025	85
c) The number of "wanted" RSOs on 31st March:	reported nationally
d) The number of "missing" RSOs on 31st March:	reported nationally

Table 2: Orders applied and granted in relation to RSO's

The Number of:	Granted by the courts
Sexual Offences Prevention Orders (SOPO'S) in force on 31 March	54
SOPO'S granted by courts between 1 April & 31 March	0
Sexual Harm Prevention Orders ( SHPOs) in force on 31 March	75
SHPO imposed by the courts between 1 April & 31 March	32
Number of charges relating to breaching SOPO/SHPO conditions between 1st April 2024 & 31st March 2025	24
Number of Risk of Sexual Harm Orders in force on 31/3/25	0
Number of Sexual Risk Orders in Force 31st March 2025	0
Number of charges relating to breaching a RSHO between 1st April 2024 & 31st March 2025	0
Foreign Travel Orders imposed by the court between 1 April & 31 March	0
Notification Orders Imposed by the courts between 1/4/23 and 31/3/24	1

**Table 3: Registered Sex Offenders**

Registered Sex Offenders (RSO's)	Custody	At Liberty	Total
a) Number of RSOs managed by MAPPA level as at 31 March:			
1) MAPPA Level 1:	193	575	768
2) MAPPA Level 2:	21	16	37
3) MAPPA Level 3:	5	1	6
b) Number of Registered Sex Offenders convicted of a further group 1 or 2 crime between 1st April and 31st March:	19		
1) MAPPA Level 1:	14		
2) MAPPA Level 2:	5		
3) MAPPA Level 3:	0		
c) Number of RSO's returned to custody for a breach of statutory conditions between 1 April and 31 March (including those returned to custody because of a conviction for a group 1 or 2 crime):			13
d) Number of individuals subject to the SONR indefinite period review process (under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011) between 1 April and 31 March: reported nationally			
e) Number of notification continuation orders issued for individuals subject to SONR for an indefinite period (under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011) between 1 April and 31 March:		reported nationally	
f) Number of notifications made to Jobcentre Plus under the terms of the Management of Offenders etc. (Scotland) Act, 2005 (Disclosure of Information) Order 2010 between 1 April and 31 March:			162
g) Number of RSO's subject to formal disclosure:			0

**Table 4: Restricted Patients**

Restricted Patients (RPs):	Number	To Be Reported As
a) Number of RPs		
1) Living in your area on 31 March (Number of RPs "owned" by your Health Board(s) on 31 March 2025 regardless of where they were detained in hospital or living in the community)	21	
2) Living in your area during the reporting year (Number of RPs "owned" by your Health Board(s) between 1 April 2024 and 31 March 2025 regardless of where they were detained in hospital or living in the community.)	21	
b) Number within hospital/community as at 31 March: (Number reported for a) 1) above broken down into the number of RPs detained in the State Hospital, in other hospitals and those living in the community.)		
1) State Hospital	7	
2) Other hospital in your area:	11	
3) Community (conditional discharge)	3	
Number of Restricted Patients managed by MAPPA Level as at 31 March		
1) MAPPA Level 1	19	
2) MAPPA Level 2	2	
3) MAPPA Level 3	0	
d) Number of RPs recalled by Scottish Ministers during the reporting year	0	
Of the <b>21</b> South West Scotland patients (A&A Health Board and D&G Health Board) living in our area, <b>9</b> have unescorted access to the community.		

In addition to Ayrshire and Arran and D&G patients, the Ayrshire MAPPA area also hosts **14** Restricted Patients who belong to other Health Boards, **9** of whom have unescorted access to the community making a total of 18 Restricted Patients with unescorted community on the relevant date.

**Table 5: Statistical Information - Other Risk of Serious Harm Offenders**
**OTHER RISK OF SERIOUS HARM OFFENDERS (OROSHO'S)**

a) Number of offenders managed by MAPPA level as at 31 March:

1) MAPPA Level 2:	0
2) MAPPA Level 3:	0

b) Number of offenders convicted of a further Group 1 or 2 crime:

1) MAPPA Level 2:	0
2) MAPPA Level 3:	0

c) Number of offenders returned to custody for a breach of statutory conditions (including those returned to custody because of a conviction of Group 1 or 2 crime)

0

**Table 6: Delineation of RSO'S by age on 31st March:**

Age	RSO Number	RSO Percentage %
Under 18	2	0.25
18-21	18	2.22
22-25	38	4.69
26-30	75	9.25
31-40	179	22.07
41-50	164	20.22
51-60	149	18.37
61-70	121	14.92
over 70	65	8.01
Total	811	100%

**Table 7: Delineation of population of RSO's on 31st March:**

Sex	RSO Number	RSO Percentage %
a) Male	794	97.90
b) Female	16	1.97
c) Other	1	0.12
Total	811	100%

**Table 8: Delineation of RSO's by ethnicity on 31st March:**

Ethnic Origin	RSO Number	RSO Percentage %
White Scottish	621	76.57
Other British	124	15.29
Irish	9	1.11
Polish	4	0.49
Other White Ethnic Group	13	1.6
<b>Mixed or Multiple Ethnic Group</b>		
Pakistani, Pakistani Scottish or Pakistani British	1	0.12
Indian, Indian Scottish or Indian British	2	0.25
Bangladeshi, Bangladeshi Scottish or Bangladeshi British	0	0%
Chinese, Chinese Scottish or Chinese British	0.12	1
<b>Other Asian</b>	1	0.12
African, African Scottish or African British	1	0.12
Other African	0	0.12
Caribbean, Caribbean Scottish or Caribbean British	0	0%
Other Ethnic Group - Other	2	0.12
Not Known	12	1.48
Data Not Held	20	2.47
Total	811	100%

**Table 9: Number of RSO's managed under statutory conditions and/or notification requirements on 31st March:**

RSO's	Number	Percentage %
a) On Statutory supervision:	203	25.03
b) Subject to notification requirements only:	608	74.9
Total	811	100%



**Thank You.**



**MAPPA**

PROTECTING COMMUNITIES  
SUPPORTING CHANGE