

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

**National Overview Report 2024-2025**

**November 2025**

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# Multi-Agency Public Protection Arrangements (MAPPA) in Scotland: National Overview Report 2024-2025

## 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 Police Scotland, 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 (NSG) 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 2024 to 31 March 2025, the eighteenth year of MAPPA operating in Scotland, and it 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

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

Responsible Authorities, which outlines the progress made in respect of their MAPPA functions during the reporting period, and also includes details of ongoing work and future plans.

The report includes a section, 'MAPPA in Operation' which provides real world examples of collaborative working in a selection of the MAPPA regions. The report also details some of the improvements made at a local level during the reporting period and includes a section on Significant Case Reviews (SCRs). Additionally, the report includes self-reported performance data from the MAPPA regions on meeting the National Performance Indicators (NPIs) which was included for the first time in last year's report.

There are a number of statistics on Registered Sex Offenders (RSOs) 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 2025.

## **2. Justice Policy Context**

The Scottish Government in its Programme for Government (2025 to 2026) sets out its four core missions which are:

Growing the Economy;  
Eradicating Child Poverty  
Tackling the Climate Emergency;  
High Quality and Sustainable Public Services

A number of commitments are outlined in the document<sup>2</sup> including: ensuring that victims and witnesses of crime feel more supported; to secure a more sustainable prison population; and to oversee reforms in relation to deaths in custody.

The Government's Vision for Justice includes reform of the Justice system to deliver a just, safe and resilient Scotland. It sets out an approach that seeks to have custody reserved for those who present a risk of serious harm. There is a focus on rehabilitation both in custody and in the community in recognition that this is the best way to reduce offending and make our communities safer. Delivery of the National Strategy for Community Justice<sup>3</sup> contributes to the achievement of those aims as does the continued application of MAPPA to assess, manage and minimise the potential risks posed by the most serious offenders through collaborative working.

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<sup>2</sup> [Programme for Government 2025-26](#)

<sup>3</sup> [National Strategy for Community Justice - gov.scot \(www.gov.scot\)](#)

### **3. National MAPPA Developments**

Nationally, MAPPA has seen a number of developments during the reporting period and work continues in order to deliver future improvements to the multi-agency working arrangements. A summary of the work over the reporting period is set out below.

#### **MAPPS Development**

As part of supporting joint working across the UK for the purposes of public protection, the Home Office is continuing to develop a replacement system for ViSOR 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 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 a number of multi-agency MAPPS specific groups/committees. Scottish MAPPA Responsible Authorities have contributed and supported the development of the process not least by their representation across these Groups, listed below:

- Programme Board
- National Data Controllers Group
- Innovation, Technology and Security Group
- Product Owners Working Group
- Operational Users Group

Within the reporting period, there was successful connectivity testing by various UK partners (including Scottish users) from their organisation to the MAPPS test environment.

The Scottish Government (SG) led Scottish MAPPS Group which was formed in February 2023 met within this reporting period. The Group's original aim was 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 Programme Board which provides sign-off on MAPPS Programme key decisions). Evolving MAPPS programme governance meant this group was replaced with a Home Office led Scottish Assurance Group, but further thought will be given to Scottish specific governance in early 2026 once returns to the Programme of their Charter are complete.

Scottish partners continue to work closely with UKG, as we move from a strategic to an operational delivery and implementation phase and a further update will be provided in the next reporting period. That will include work in relation to early user preview testing and phased data migration from ViSOR to MAPPS.

## **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.

Work continued in this reporting period with colleagues within Scottish Government responsible for security and counter-terrorism as well as on-going engagement with key justice partners including local authorities, Scottish Prison Service, Police Scotland and NHS colleagues regarding this specialist cohort.

Scottish partners continue to work together 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, a comprehensive paper was submitted to the MAPPA National Strategic Group (NSG) outlining the work to date and focussing on registered terrorist offenders being released from prison, improving connections between terrorism policy and MAPPA, including risk assessment tools, interventions, and specialist training requirements as well as exploring the need for updates to tools and/or guidance. The outcome of the NSG considerations will be captured in the next reporting period and policy work continues in this area.

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

The Moving Forward: Making Changes (MF:MC) programme was jointly developed by the Scottish Prison Service (SPS) and the Community Justice Division of the Scottish Government to reduce the risk of sexual offending recidivism. As part of a broader public protection strategy, national programmes support the Scottish Government's commitment to reducing reoffending and rehabilitating offenders while safeguarding the public. MF:MC was introduced in 2014 following accreditation by the Scottish Advisory Panel on Offender Rehabilitation (SAPOR). Although accreditation has since lapsed, partners agreed to continue delivery to accredited standards. In May 2019, the National Advisory Board recommended revising the programme. The updated version, Moving Forward 2 Change (MF2C), incorporates emerging evidence, SAPOR guidance, evaluation findings, and stakeholder input.

MF2C was piloted across five sites from July 2022 to December 2023. Evaluation findings informed programme refinements prior to national rollout. Of 30 potential delivery sites, 6 require further assessment and support. To date, 19 sites have been trained (including The State Hospital, three custodial sites, and 15 local authorities), with additional training being provided regularly in response to critical need for existing sites.

MF2C was submitted to SAPOR for accreditation in May 2024 and is currently under review. Feedback from SAPOR and iterative evaluation findings are informing ongoing programme enhancements. A further update will be provided in the next reporting period, including results of the first evaluation report on training feedback and the development of an IT system to support process and outcome evaluation integrated into the LS/CMI system.

## **Significant Case Reviews**

When an individual managed under MAPPA commits a further offence of serious harm, or is themselves subject to an incident causing serious harm, a Significant Case Review (SCR) is undertaken to ensure that appropriate policies and processes have been adhered to in the management of the individual. The SCR process enables the relevant MAPPA SOG to examine the quality of practice and adherence to legislation and guidance. The SCR focuses on learning and reflection around day-to-day practices and processes, and identifies strengths as well as areas for development to contribute to a culture of continuous learning to improve future practice.

During the relevant reporting period there were no SCRs published. However, work continued on implementing the recommendations arising from the 'Person H' SCR published during the last reporting period. Following publication of that SCR the Glasgow SOG established an Implementation Group consisting of key representatives from MAPPA Responsible Authorities and representatives from Scottish Government to take forward the learning and recommendations.

The group remain committed to the implementation of the learning and recommendations from the SCR. To date, out of the 14 learning points, 1 is currently outstanding, and 13 have already been implemented. In relation to the 11 recommendations, 5 are currently outstanding and 6 have been taken forward.

Since the last reporting period it was agreed that the remaining learning point and 5 recommendations are beyond the scope of the group. It was recommended that the outstanding recommendations and learning point are reviewed to track progress via the MAPPA National Strategic Group.

In March 2024 a Short Life Working Group (SLWG) was established to examine how the SCR process can be improved to ensure consistency of approach across MAPPA regions in terms of both the review process and the implementation of recommendations. Membership of the SLWG includes representatives from the MAPPA Co-ordinators Group, Police Scotland, Risk Management Authority, SPS and JSW. During the reporting period the Group met several times to discuss, and produced a report of their findings for the Scottish Government including a number of recommendations for consideration by the MAPPA NSG. A decision has been taken to proceed with updates to National Guidance where agreement has been established while continuing work where agreement is outstanding. A further update will be provided in the next reporting period.

## National Performance Indicators

The MAPPA National Guidance lists the 10 National Performance Indicators (NPIs) that each SOG is required to evaluate its performance against.

1. 95% of Level 3 MAPPP cases reviewed no less than once every six weeks.
2. 95% of MAPPA Level 2 cases reviewed no less than once every twelve weeks.
3. Where invited, 90% attendance by each Duty to Co-operate (DTC) agency at an appropriate level of seniority for Level 2 and 3 meetings in community and custody. This includes attendance via telephone/video conferencing or a written report.
4. Where invited, 90% attendance by Police Scotland at the agreed level of seniority for Level 2 and 3 meetings in community and custody including Scottish Prison Service (SPS) Risk Management Team (RMT) meetings.
5. Where invited, 90% attendance by Community Based Social Work at the agreed seniority level for Level 2 and 3 meetings in community and custody including SPS RMT meetings.
6. 100% written contributions to be provided by Responsible Authorities in cases of non-attendance (where invited) at Level 2 and Level 3 meetings in the community or custody. Upon receipt these contributions will be recorded in the minute and Risk Management Plan.
7. 100% written contributions to be provided by Duty-to-Co-operate agencies in cases of non-attendance (where invited) at Level 2 and Level 3 meetings in the community or custody. Upon receipt these contributions will be recorded in the minute and Risk Management Plan.
8. 100% of MAPPP initial Level 3 meetings for those in custody to take place in the community no less than four weeks prior to the person being released.
9. 90% of Level 2 and Level 3 meeting minutes and updating of Risk Management Plans to be issued and ratified within 10 working days following the review meeting.
10. Disclosure to be considered and the decision to be recorded in the minutes at 100% of Level 2 and 3 MAPPA meetings.

Performance against the NPIs is recorded locally and following a decision by the NSG, details of performance against these NPIs is now included in the MAPPA Annual Overview Report, with 2023-24 being the first year that such information was included.

For 2024-25 all MAPPA regions submitted their returns and seven out of the ten regions reported achieving each of the NPIs, with one area reporting success in 9 out of the 10 NPIs. It is worth noting that in reporting performance against NPIs, local areas were unable to report on attendance at RMT meetings as recording of attendance data at these meetings is a function of SPS. Additionally, for the reporting period, some of the NPIs may not be relevant or applicable in every region (such as the NPI in relation to Level 3 Meetings). The Scottish Government are still considering whether the NPIs or the reporting on them may need refined, and they should therefore be considered as self-reported management information at this time.

#### **4. Local MAPPA Developments**

Alongside the MAPPA national developments that have taken place during the reporting period, local areas have been engaged in a number of activities and initiatives including: staff development and training; and implementation of new processes and procedures - demonstrating a commitment to continuous development of staff and services. A synopsis of some of these activities from a sample of regions is provided below.

##### **Staff Training and Development**

During the relevant 12 month period, local areas delivered staff training, providing opportunities for learning and development which led to the identification of areas of good practice and also areas for improvement.

For example, in January 2025, Edinburgh, Lothian and Borders MAPPA region facilitated a multi-agency workshop for Midlothian Level 2 Panel Members. The workshop focussed on the role of panel members, the pre-read information shared in advance of the meeting, and the various categories of cases that may be considered by the Level 2 Panel.

Additionally, during the reporting year, each of the local authority areas in Edinburgh, Lothian and Borders MAPPA region undertook one Level 2 and three Level 1 case files audits to identify learning and improve practice. This resulted in 16 Level 2 cases, and 32 Level 1 cases being subject to review. In the main, these audits identified several areas of strength around inter-agency working, information sharing, risk assessment and risk management planning. These reviews also identified recurring themes in terms of good practice and areas for improvement which were highlighted to frontline staff and team leaders. On the conclusion of each audit a report was presented to senior managers to consider the actions raised as a result of any identified learning.

In Forth Valley a training gap was identified in respect of the examination of internet enabled devices. An officer from Forth Valley SOPU (Sexual Offences Policing Unit), with expertise in this area, created a bespoke package and delivered training to Local Authority staff, which has enhanced JSW's capability in respect of device

examination. This has provided JSW staff with the knowledge and confidence to undertake more thorough checks of internet enabled devices and identify any potential breaches or criminality.

In Highland a number of training events were held during the reporting period, including: training for police officers and justice social work managers chairing MAPPA meetings - delivered by Professor Kemshall in November 2024 and by the Risk Management Authority in February 2025. Training on Understanding Online Child Sexual Abuse & Child Sexual Abuse Material was delivered by Professor Kieran McCartan in February 2025.

### **Improvements to local processes and procedures**

A number of local areas have overseen improvements to ways of working, resulting in improved efficiencies, targeting of resources where needed, and improved risk management processes.

For example, in Grampian – noting learning from national SCRs, local ICR/INR, and Case Audits - a review was instigated of MAPPA Level 1 Minimum Standards and processes across the three Local Authority areas spanning the MAPPA region.

Managers across all the Responsible Authorities were involved in the development of the process which saw the introduction of new paperwork ensuring the recording of relevant, multi-agency, risk-based information. It also ensures that relevant risk factors and early warning signs are identified and recorded at an early stage. The focus on relevant risk-based information being shared, alongside proportionate multi-agency involvement, has led to appropriate assessments being in place to better inform defensible strategies, mitigations, and risk and management levels.

Awareness raising sessions were held to ensure operational staff were aware of the need and detail of the change, and a pilot commenced in January 2025, in the Moray Local Authority area, with a view to rolling out across Grampian later in 2025.

The pilot has been well received, with the new processes being tested within an operational environment. Initial findings from attendees suggest that this new process has significantly improved partner engagement, risk relevant discussion, and defensible decision making.

In Forth Valley a MAPPA Business Plan and Risk Register 2024-2027 was agreed at the MAPPA SOG in August 2024. This represents a change to the previous Business Plan format as it now incorporates a Risk Register directly linked to the Forth Valley MAPPA objectives. It is a dynamic document, with the risk ratings reviewed at each SOG meeting, with input from all SOG members, and, if relevant, updated. This provides a “live” overview of the delivery of all of the Forth Valley MAPPA objectives. It also enables identification of any areas which require action, particularly if a Risk Rating increases. Any actions required will be included in the Good Practice and Areas for Improvement document, thus ensuring that progress is monitored by the SOG, with the aim of reducing the Risk Rating in a timely manner,

allowing the SOG to continually challenge and improve working practices and procedures in the MAPPA arena.

Finally, during the reporting period, the RMA have commenced quality assurance work with MAPPA regions in respect of its legislative functions surrounding risk management plans. This work extends into supporting responsible authority teams, particularly Justice Social Work and Police Scotland and will be reflected in the RMA's business planning for 2025-26.

## **5. MAPPA in Operation**

MAPPA partner agencies work together to help reduce the risk posed by individuals and to keep the public safe. Managing that risk is a complex task and involves the coming together of Local Authorities, SPS, Police, Housing and Health – in conjunction with Duty to Cooperate (DTC) agencies and other third sector organisations. The successful operation of MAPPA is dependent on the cooperation, coordination and collaboration of all the partner agencies.

The case studies below offer a snapshot of some of the work undertaken by MAPPA regions over the reporting period, providing demonstrable real-life examples of multi-agency partnership working which helps keep the public safe. Through alert and active management, MAPPA partners manage the risk of harm to the public - which also includes, providing support to victims, and managing the complex needs of vulnerable offenders by providing stability to reduce the risk they pose, which in turn helps to reduce reoffending rates.

## Case Study 1

### Lanarkshire

Person A is subject to an Order of Lifelong Restriction (OLR) for contact sexual offences. He has complex and comorbid diagnoses of Neurodevelopmental Disorders (NDD) – with diagnoses of Autistic Spectrum Disorder (ASD), Intellectual Disabilities (ID), attention deficit hyperactivity disorder (ADHD) and Tourette's Syndrome. This manifests itself in behaviours such as a high level of impulsivity and lack of social boundaries.

Person A was released directly from prison in May 2024 with a 24/7 Intensive Support Package (ISP) delivered by SACRO to reflect his high level of risk and complex needs.

The Risk Management Plan (RMP) developed for Person A involves a wide range of services working closely together, including: Justice Social Work; SACRO; Community Learning and Disability Team (CLDT); Forensic Psychology; Police and Adults Social Work. He has daily support from SACRO; twice weekly appointments with Justice Social Work; weekly sessions with CLDT and fortnightly support from Forensic Psychology. There are two weekly Risk Management Planning Meetings (RMPMs) to co-ordinate and direct this support, and SACRO provide daily observations for all partners. While Justice Social Work focus on risk management and compliance with his licence; CLDT support him with improving his independent living skills, and psychology's primary focus is on his self-control and emotional regulation. Adults Social Work have arranged a capacity assessment and ensure his day-to-day social care needs are met.

This approach over the last 12 months has led to Person A gradually becoming better able to cope in the community and learn how to interact with others. The gradual progress being made has meant the 24/7 package has been slowly decreased and it is on track to reduce to 12 hours a day – representing a considerable decrease given the level of risk and complexity. While a high level of monitoring and support is required, Person A is displaying an ability to manage himself appropriately and he has been supported to reintegrate into the community whilst reducing risk to the public.

## Case Study 2

### Grampian

The partner of an RSO (Person B) fell pregnant with his child. Person B was known to justice agencies for offences against children (including familial) and was managed at MAPPA level 1. Given the associated safeguarding concerns, the case was raised to MAPPA level 2.

Child protection procedures were instigated by local Children and Families Social Work, and JSW attempted to engage with Person B, offering support and programme work. Despite these efforts, both he and his partner were non-engaging and resistant.

Subsequent intelligence sharing revealed that the partner had travelled to mainland Europe, with Person B denying all knowledge of this. However, enquiries indicated he was preparing to join his partner and there were considerable concerns among MAPPA partners around the safety of the unborn child.

A number of multi-agency actions were undertaken, involving Police Scotland, local CFSW and JSW, NHS, COPFS, European Police, European Prosecution services, the Passport Office, the Foreign, Commonwealth and Development Office, and the International Child Protection Team of Scottish Government.

The partner was subsequently traced by European Police, and found to have given birth. Social Services within the country of birth were alerted and, following the granting of a court order, the child was placed in foster care there, with supervised visits permitted.

As a consequence of effective identification of risk and subsequent multi-agency action and co-operation across international boundaries, appropriate safeguarding measures were implemented.

### Case Study 3

#### North Strathclyde

Person C was sentenced in 2019 to 4 years imprisonment plus 4 years extended sentence. He was sentenced for serious sexual offences against a female previously unknown to him, with elements of his behaviour suggesting the crime was premeditated. This was his third conviction for sexual offences against unknown adult females.

He was released in 2023 at which time his risk of causing further serious harm was assessed as very high due to his sexual preoccupation, learning disability, limited social skills, homeless status and the destabilising impact of the recent death of his mother.

It was consequently agreed by MAPPA partners that he should be managed at MAPPA level 3 on release from prison. Detailed risk assessment and effective information sharing between MAPPA partners enabled the formulation of a robust risk management plan and allowed the implementation of a comprehensive support and safeguarding package around Person C on release.

Working together with the local authority, MAPPA partners were able to identify suitable accommodation and secure 24-hour support from SACRO. Through regular MAPPA meetings and continued effective information sharing, additional services were identified and work continued with Person C to influence positive lifestyle changes whilst thoughtful communication with his family secured their support and contribution to improving his social skills and reducing his isolation.

As Person C's MAPPA management progressed, positive changes were noted in his behaviours. Following a period at level 3 he was reduced to MAPPA Level 2 and his assessed risk of serious harm reduced to high, then medium. Support from SACRO has been reduced proportionately to the assessment of risk whilst he has continued to engage with MAPPA partners and the range of support services. He has not reoffended and whilst he continues to be managed at level 2, is now assessed as medium risk and continues to show improving behaviours.

The work conducted by the various MAPPA partners with this individual not only reduced the risk posed but also improved his ability to reintegrate in the community.

#### Case Study 4

##### Glasgow

Person A had evidenced a deterioration that was inconsistent with his known presentation and behaviours. As a direct result of information sharing/collaboration amongst agencies involved in risk management, the emergence of concerns led to MAPPA partners revisiting risk assessments – resulting in an increase in the MAPPA management level of Person A, and as a consequence, an increased level of MAPPA oversight. Responsible authorities and duty to cooperate partners have evidenced common objectives in their commitment to Person A's risk management by collaboratively developing a responsive management plan to mitigate risks identified. This case illustrates effectiveness in partnership working with strong evidence of defined roles and responsibilities and a shared understanding of the importance of multi-agency collaboration in effective risk coordination and management.

#### Case Study 5

##### SouthWest Scotland

Person B's case was referred to the MAPPA Coordinator for consideration at level 2 management in the community. This was accepted due to the serious offending nature and ongoing risk of further harm posed. There have been multiple agencies involved in the management of the case, which has led to the development of a robust and proportionate risk management plan, which aimed to not only prevent the public from harm but to also support Person B. The case has been reduced from level two, high risk, to level one, medium risk, and with no instances of further sexual offending while under management. This has been possible due to the assistance provided by MAPPA agencies and the drive to ensure that all avenues have been explored to assist Person B in the community - in particular, assisting them to advocate for their mental health and supporting them in sustaining their accommodation, which is a major factor in ensuring stability. MAPPA agencies have also worked closely with duty to cooperate agencies around employment opportunities to support Person B in developing future career prospects.

## Case Study 6

### Tayside

A strong multi-disciplinary approach is in place to support Person C, who is subject to MAPPA due to sexual offending. He is deemed a medium risk of causing serious harm and MAPPA meetings occur every 6 months for him. Person C has a learning disability with a recent diagnosis of autism. He is currently open to services including psychiatry, forensic nursing, occupational therapy, learning disability social work, Police Scotland and justice social work. This team meets every six weeks for a structured multi-agency meeting, chaired by his justice social worker to review his situation, co-ordinate care, and maintain a robust risk management plan which then feeds back to his MAPPA meetings. This ensures a balanced approach that supports Person C to live safely in the community while prioritising public protection. In addition to formal meetings, the team maintains regular contact, enabling prompt information sharing and swift action when any concerns arise regarding Person C's wellbeing or behaviour.

## Case Study 7

### Fife

Community Based Social Worker (CBSW) had established a professional working relationship with the Personal Officer (PO) of the Scottish Prison Service (SPS) assigned to an RSO nominee (Person A), who was detained at HMP Castle Huntly. Person A was part of an increasing, ageing population within SPS and presented with additional support needs.

Person A was due for release on parole. He presents with a complex combination of both physical and cognitive needs, which pose significant daily challenges. Upon allocation of the case to the PO, it was evident from the outset that the PO was committed to supporting Person A and to ensuring that his needs were effectively addressed during his time at Castle Huntly.

This commitment was demonstrated through the PO supporting Person A's access to the community via attendance at community-based supervision appointments, providing both support and reassurance. Such appointments offered him the opportunity to participate in the supervision process prior to his eventual release. During a supervision session within Person A's local authority, the PO shared concerns with the CBSW (community based social work) regarding the realities of Person A's experience at Castle Huntly, particularly regarding his capacity to manage safely in his own accommodation post-release.

The information shared by the PO revealed the true extent of the support Person A was receiving in prison and it was evident that living alone would not be safe for him. Upon further investigation it was revealed that Person A was receiving comprehensive informal support from SPS staff, fellow prisoners, and staff members within the establishment—support that was effectively masking his needs.

Following this discovery, the CBSW promptly liaised with professionals who had previously closed Person A's case, requesting a reconsideration of the level of support he was entitled to. A multidisciplinary meeting was organised at Castle Huntly, attended by the PO and colleagues from the Older People's Team, Kirkcaldy. The PO also facilitated a tour of Person A's current accommodation, which helped inform professional assessments of his housing needs post-release.

Given the comprehensive information provided by the PO, it was assessed that a 24-hour care facility would offer the safest environment for Person A. Following his release, he was allocated a place within a care facility and has settled well into his new environment.

Person A is now safe, with his physical and emotional needs being met. Without the PO's efforts in raising concerns and sharing critical information, the potential for community-based risks to go unrecognised would have increased, potentially leading to less favourable outcomes for Person A.

## **6. Risk Management Authority**

The Risk Management Authority (RMA) is a non-departmental public body created by the Criminal Justice (Scotland) Act 2003, and in operation since 2005. Its purpose is to reduce violent and sexual offending and the harm that it causes by setting the standard for evidence-based, proportionate, human rights-respecting risk assessment and risk management in Scotland.

Harm reduction requires collaborative working across all levels of government and all justice agencies. In 2024-25 the RMA has maintained its strong record of inter-agency partnership working to support the efficient and effective delivery of services to protect the public, promote rehabilitation and, where appropriate, encourage the use of alternatives to custody.

The RMA's [Corporate Plan 2024-2029](#) and [Business Plan 2025-2026](#) can be found on its website.

### **Standards and Guidelines for Risk Management**

In March 2025, the RMA published updated [Standards and Guidelines for Risk Management](#). These take account of the most up-to-date research on risk assessment and risk management, and are the product of significant engagement with multiple stakeholders including justice agency partners, and victims' organisations. There have been a number of revisions, including to guidelines on partnership working and victim safety planning. A new risk management plan (RMP) template accompanies the new *Standards*. Both documents should now be in use across the justice system, and both are available on the website. Further changes are planned to the LS/CMI system to reflect these changes and those are expected to be rolled out in early 2026.

## **Counter-Terrorism**

As part of the Scottish Government Prison Oversight and MAPPA Development Groups, the RMA has continued its work towards embedding evidence-based risk assessment and management in Scotland's counter-terrorism approach. In July 2024, the RMA hosted an event to launch the [Pax Caledonia](#) knowledge exchange network which is a collaboration between the RMA and the [HANDA Centre for the Study of Terrorism and Political Violence](#) based at the University of St. Andrews. The event was attended by 37 delegates from more than 10 organisations. The network seeks to bring together academics, practitioners, and policy-makers working in the field of counter-terrorism in Scotland, and hosts and contributes to a variety of events throughout the year.

## **Training, Education, and Support**

As implementation of its training and education strategy continues, across 2024-25 the RMA delivered three Fundamentals of Risk Practice courses to a total of 58 justice social work colleagues, and three Police Risk Practice courses which were attended by 60 SPU officers in total. In addition, eight Scrutinising Risk sessions were delivered across the financial year and were attended by MAPPA Chairs, Co-ordinators, RMT Chairs, and Scottish Prison Service policy and case managers – more than 100 individuals attended in total.

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

The FGTR pilot has now been in operation for more than two years. The pilot received 47 submissions in 2024-25, with 80 in total received between January 2023, when the pilot formally commenced, and 31<sup>st</sup> March 2025. A conclusion was reached on 67 submissions, the others having been withdrawn by the sending establishment before conclusion had been reached. The pilot is scheduled to continue until 2026-27.

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

The SPS is an Executive Agency of the Scottish Government. The SPS principal objective is to contribute to making Scotland Safer and Stronger. The SPS 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 their 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 relevant justice partners, 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 in determining 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 NSG 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

The table below provides an overview of programme completions between 1 April 2024 and 31 March 2025: The programme figures apply to all relevant cases, not just those subject to MAPPA.

Programme	Target Risk	Number of Completions
<b>Moving Forward 2 Change</b>	Sexual Offending	23
<b>Self-Change Programme (SCP)</b>	High intensity Violence	34
<b>Discovery</b>	Moderate Intensity Violence	41
<b>Constructs<sup>5</sup></b>	Problem Solving and Consequential Thinking	0
<b>Pathways<sup>6</sup></b>	Substance Use connected to offending behaviour	12
<b>Youth Justice</b>	Modular for young people in custody	3
<b>Ultimate Self</b>	Adult women in custody	7

<sup>4</sup> The SCP is for sexual, general and intimate partner violence.

<sup>5</sup> No new Constructs programmes will be commenced during 2024 or 2025-26. Constructs programmes currently running will end at their planned delivery end date.

<sup>6</sup> No new Pathways programmes will be commenced during 2024 or 2025-26. Pathways programmes currently running will stop accepting new participants and will roll down to the point of completion for current participants, with immediate effect.

Programme	Target Risk	Number of Completions
Short-term intervention Programme (STIP)	Focus on desistence for men serving a short-term prison sentence	197

### Programme Developments/Design

The 2024-25 delivery period held positive outcomes in terms of the MFMC re-design (MF2C). The programme is now running in SPS as well as various local authorities. There has been useful learning from the evaluation which is being implemented.

The Short Term Intervention Programme (STIP) has been developed for female prisoners who have short-term sentences (F-STIP). It aims to increase motivation, hope and self-belief in participants. As well as supporting participants to understand areas of their life that may have been problematic, the Programme also helps them to develop knowledge and skills to address similar challenges in the future - hopefully avoiding further offending and returning to custody. Training took place for staff in June 2024 but has yet to be rolled out.

### Resource and Delivery Focus

SPS is now in a position where the current National Waiting Lists (NWL) for Offending Behaviour Programmes (OBPs) are at critical levels. This is reflective of the ongoing population pressures and increasing number of those serving long-term sentences, which has impacted upon the ability to deliver against this increasing demand. This has been further compounded by low completion rates over the last few years due to a number of challenges experienced, including the pandemic, pandemic recovery, lack of prisoner spaces within delivery sites, and establishment transfer difficulties. This has therefore resulted in a critical position, where the SPS will now adopt an interim approach to increase OBP completions and reduce NWL backlog. Within this approach, focus will be placed upon addressing the areas of highest risk, through the delivery of moderate and high-intensity OBPs that target violence, sexual violence and intimate partner violence risks and needs, namely the Self-Change Programme (SCP), Moving Forward 2 Change (MF2C) and the Discovery Programme.

It should be noted that completion figures for STIP are significantly higher than other interventions due to the relatively low level of resource requirements and time taken for an individual to complete a module. As such, completion figures for STIP are not comparable to other higher intensity offending behaviour programmes which require significantly higher levels of resource and time for an individual to complete.

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.

## **8. Health**

The roles and responsibilities of the NHS within the MAPPA framework are set out in the Management of Offenders etc. (Scotland) Act 2005. The legislation also provides the 14 territorial Health boards and the State Hospital Board for Scotland with statutory functions as Responsible Authorities to establish joint arrangements for the assessment and management of risk posed by restricted patients.

On 31 March 2025 there were 317 restricted patients recorded on ViSOR as being managed under the MAPPA process in Scotland. The collation of restricted patients' data nationally for annual reporting purposes is a complex issue, and consideration continues to be given to how this data is collected, 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, for example most recently responding to proposed changes to the SCR guidance and how this will impact the NHS.

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. This has helped develop relationships of those working across the Health Boards and has provided the opportunity to work jointly on initiatives aimed at improving consistency of practice. The group are currently working on improving consistency in relation to information sharing in Level 1 cases.

### **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 contained one MAPPA specific recommendation 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 (SOLS) and NHS Greater Glasgow and Clyde STAR services as potential models for this.

Work is ongoing to consider this and a proposed model of service designed to provide consistent advice, support, and signposting to forensic mental health services which will be accessible to both justice and health partners across the country. There is a particular focus on addressing gaps and inconsistencies in service provision, especially in relation to Prevent cases, which have been identified as a priority. A key part of this work includes ensuring that existing local arrangements across Health Boards are taken into account, to inform a nationally consistent and effective approach to service delivery. NHS Lothian is leading on taking this work forward, working closely with the Forensic Network and the Health Board Prevent single points of contact (SPOCs) network. As the work progresses, focus will continue to be given to reaching a consensus on the priority elements and next steps to delivery.

The Forensic Mental Health (FMH) Reform Team, Mental Health Directorate is leading on work to coordinate and deliver the recommendations from the Barron Review. The Scottish Government published a [Progress Update](#) to this review in January 2025 which highlights positive developments and illustrates the commitment of the Scottish Government to addressing the issues raised by the Review.

The previous Minister for Social Care, Mental Wellbeing and Sport, Maree Todd, requested that plans to establish a “Forensic Mental Health Board for Scotland” should be explored with the aim of delivering a national approach to planning and governance of FMH services. Given the complexity of developing a single system, there are still a number of options that will need to be considered to identify a practical and legal way to move forward. To support this, a Forensic Governance Advisory Group was formed in October 2024 to explore the way forward. The group submitted its final report on 4 June 2025.

The new Minister for Social Care and Mental Wellbeing, Mr Tom Arthur will now take time to carefully consider the report, guided by official advice, and will issue a formal Scottish Government response in due course.

## **9. Police Scotland**

Police Scotland work in partnership with other Responsible Authorities and DTC Agencies to provide effective and efficient policing of 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, throughout the reporting period, supported the Home Office and Scottish Government 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.

Nationally, Police Scotland is represented on the Scottish Government MAPPA NSG by the business lead for Sex Offender Policing. Locally, Police Scotland colleagues are key members of both the Public Protection Chief Officers Group and the MAPPA SOG.

In pursuance of continual professional development, Police Scotland's National SOPS are members of the Management of Sexual or Violent Offenders (MOSOVO) National Working Group which is chaired by the National Police Chiefs Council (NPCC) for England and Wales. This assists Police Scotland in identifying changing demands and learning opportunities to develop ongoing Sex Offender Policing practices.

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

## **10. Sex Offender Community Disclosure Scheme**

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 2024-2025, Police Scotland received a total of 447 applications, an increase of 155 from the previous year. Online submission was the preferred method of application with 420 received this way - an increase of 149 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 447 applications received, a total of 24 progressed for disclosure – 8 of which were in relation to concerns around an RSO. Following consideration of applications received, there are a number of circumstances where information is not disclosed by the Police, including: where the applicant has already taken steps or is taking steps to protect the child; where the relationship between applicant and subject has changed since the application was first submitted and the risk is no longer present; or the information is disclosed by another agency, such as JSW.

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

## 11. 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 implementing any related recommendations pertaining to practice, and 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 Scottish Government MAPPA National Strategic group. The management of the vast majority of Registered Sex Offenders (RSO) is Police led for the purposes of MAPPA, however, justice social work supervises and manages MAPPA Category 1 and 2 RSOs 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.

During 2024-2025, Justice Social Work have continued to:-

- work in collaboration with other Responsible Authorities and Duty to Co-operate agencies to ensure the protection of the public.
- work with the Home Office and partners in relation to the development of MAPPS across the UK. A national Implementation plan and local planning is under discussion. There are a number of challenges for local Authorities in Scotland to address.
- provide 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 sexual offending programmes to people subject to community payback orders and licences in the community.

**Moving Forward to Change** Justice social work professionals had been involved in contributing to the design, testing and training of the new Moving Forward 2 Change (MF2C) programme.

**MAPPA Category 3** Local authorities are 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.

**Internet Offending** Eight local authorities had been involved in piloting a new framework for assessing men convicted of offences involving indecent images of children. The pilot concluded in September 2024 and is being overseen by a multi-agency group, chaired by the Risk Management Authority. An end of pilot report will be published in due course.

**MAPPS** Social Work Scotland has been involved with UK partners in the development of the MAPPS programme which will replace VISOR. In 2024-25, the MAPPS programme has had to reset and realign its priorities, refining the product and delivery roadmap. SOLACE represents local authorities in Scotland on the Programme board and work is progressing towards having a national implementation plan, addressing the challenges in order to be operational by 2028.

**Terrorism and Counter-Terrorism (TACT)** - A proposal has been under discussion around how Registered Terrorist Offenders should be treated under the MAPPA framework. The paper proposes that a small cadre of 3 CT Specialist Justice Social Workers should be set up, which has a national function, for the purpose of completing all relevant risk assessments for Registered Terrorist Offenders (RTOs) and where applicable delivering any counter terrorism interventions. They would work alongside prison based social work teams and community-based teams. This proposal requires further consideration.

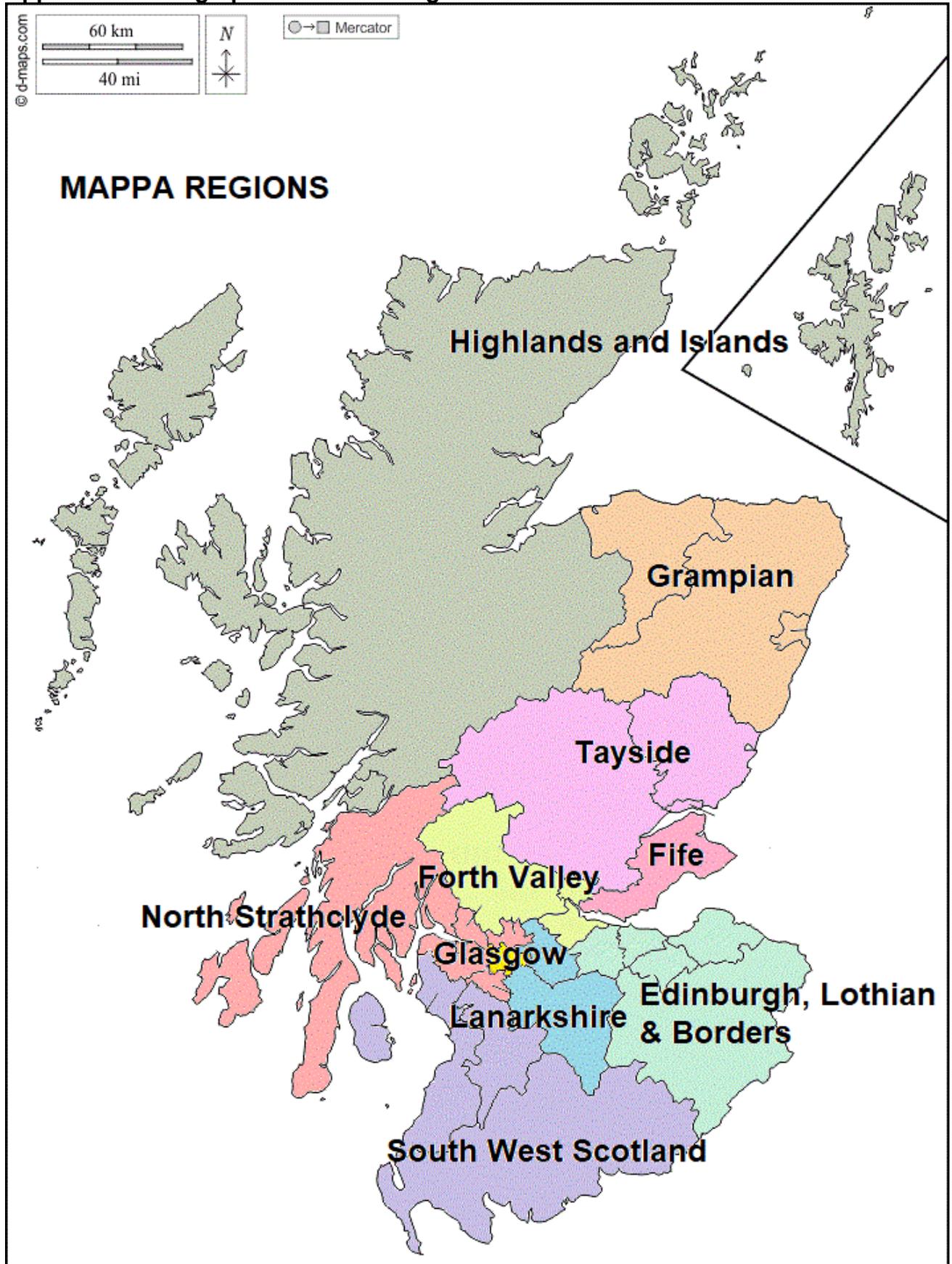
**Prevent:** The Prevent Assurance Processes were due for submission to the Home Office on the 31<sup>st</sup> of March 2025. The purpose was to understand where challenges and gaps exist, and identify & share good practice. The six self-assessed outcomes were fully met.

**Visor:** MAPPS implementation is delayed and there has been a renewed focus on the use of Visor across local authorities. The Visor User Group continues to meet, where issues and good practice can be raised and shared with LAs. Police Scotland have taken on the chairing of Scottish Regional User Group (SRUG), which ensures a consistency in information sharing across the Visor network.

### **Other Activity**

As part of SWS Justice Standing Committee, the public protection subgroup has been addressing the agenda around neurodivergence and ageing prison population, including older RSOs.

**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**

[Home \(orkney.gov.uk\)](#)  
[Shetland Islands Council – Shetland Islands Council](#)  
[www.highland.gov.uk](http://www.highland.gov.uk)  
[CnES Web \(cne-siar.gov.uk\)](http://cne-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, 2024 to 2025

Category	2024	2025
RSOs managed in custody and in the community on 31 March	6,878	7451
RSOs managed in the community on 31 March	4,948 <sup>7</sup>	5280 <sup>8</sup>
RSOs managed at Level 1 in the community on 31 March	4,848	5161
RSOs managed at Level 2 in the community on 31 March	95	114
RSOs managed at Level 3 in the community on 31 March	0	1
RSOs reported/charged <sup>9</sup> for breaches of notification	390	479
RSOs convicted of a further group 1 or 2 crime <sup>10</sup>	254	296
RSOs wanted on 31 March	12	17
RSOs missing on 31 March	1	0

On 31 March 2025, there were 7,451 RSOs in Scotland who were managed in custody or in the community. The total number of RSOs has increased by 8% compared with 2024 when there were 6,878 recorded.

On 31 March 2025, 71% of RSOs (5,280 RSOs) were being managed in the community, with the vast majority of these (5,161 RSOs) being managed at the lowest MAPPA management level, level 1. The remaining RSOs (114) were being managed at level 2. On that date only one RSO was being managed at level 3.

<sup>7</sup> The number of RSOs managed at Level 1, 2 and 3 in the community was 4,943 on 31 March 2024. The difference of 5 suggests that 5 RSO's did not have an appropriate MAPPA Level recorded on their ViSOR record at the point of the stats capture.

<sup>8</sup> The number of RSOs managed at Level 1, 2 and 3 in the community was 5,276 on 31 March 2025. The difference of 4 suggests that 5 RSO's did not have an appropriate MAPPA Level recorded on their ViSOR record at the point of the stats capture.

<sup>9</sup> There is a slight change in how this figure is being recorded and presented for 2024-25. For the reporting period 2023-24 the figure of 390 represents the number of RSOs *reported* for breach while the figure for 2024-25 represents the number of RSOs *charged* for breach.

<sup>10</sup> Group 1 and 2 crimes - Group 1 relates to non-sexual crimes of violence and Group 2 relates to sexual crimes.

In 2024-2025, 94% of RSOs complied with their notification requirements under the Sexual Offences Act 2003. Although a direct comparison with 2023-24 is not possible (see footnote 9), the percentage of RSOs who were charged with breach in 2024-25 was 6% and the percentage of RSOs who were reported for breach in 2023-24 was also 6%, which is in line with recent trends. With the exception of 2022-23, the breach rate for the previous eight years has consistently been around 5%-6%.

Sex Offender Notification Requirements (SONR) 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.

The [National Statistics on Recorded Crime in Scotland 2024-25](#) published in June 2025, illustrated that sexual crimes accounted for 5% of all crimes recorded in Scotland in 2024-25, as was the case in 2023-24. The report stated that sexual crimes recorded by the police in Scotland increased by 3%, from 14,484 in 2023-24 to 14,892 in 2024-25. These crimes are now at the second highest level seen since 1971, the first year for which comparable groups are available.

A number of legislative and procedural changes will have had an impact on this long-term upward trend of recorded sexual crimes since this time. In addition to these changes, the issue of historical reporting of sexual crime also continues to play a role in the latest statistics. As detailed in the report, information from Police Scotland suggests that a quarter (25%) of sexual crimes in 2024-25 were recorded at least one year after they occurred. The increase in sexual cyber-crimes has also had an impact on long term trends. According to the report, it is estimated that the volume of sexual crimes that were cyber-crimes has increased from 1,100 in 2013-14 to 4,070 in 2024-25.

The proportion of RSOs who have been convicted of a further Group 1 or 2 crime has increased in the last year from 3.7% (254) in 2023-24 to 4% (296) in 2024-25. Some caution should be applied in the interpretation of these figures, as accuracy may be compromised by a number of different factors, not least that the statistics represent a snapshot in time (31 March 2025). This means there may be significant time lapse between an individual being charged and securing a conviction, resulting for instance in an RSO being charged in 2024-25 for a Group 1 or 2 crime, but not appearing in reconviction statistics for that reporting period. It may also be the case that at point of conviction for a further offence, the individual may no longer be an RSO and would not appear in these statistics.

When individuals managed under MAPPA commit further serious offences, the SCR 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 2025, Police Scotland reported that 17 RSOs were wanted and no RSOs were reported missing. The latest update from Police Scotland provides that 15 of the RSOs who were wanted were subsequently assessed as having left the United Kingdom with no indication that they had returned.

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](#).



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