



MAPPA ANNUAL REPORT

2025



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FOREWORD

On behalf of the Responsible Authorities and agencies with a Duty to Co-operate across Forth Valley, I am delighted to present our Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2024 – 2025. This is the eighteenth annual report for MAPPA in the Forth Valley Area.

The position of Independent Chair is well established in Forth Valley; thus enabling Senior Managers in each of the Responsible Authorities to focus on the delivery of their respective organisational objectives, whilst allowing for independent perspective and scrutiny in the MAPPA process. I want to note my continued appreciation to all of those involved in the Chief Officers Groups (COGs), Strategic Oversight Group (SOG) and MAPPA Operational Group (MOG) for their support, ongoing commitment and endeavour in making Forth Valley a safer place.

The year 2024-2025 has seen a steep rise in RSO numbers, similar to previous reporting periods and what is being reported nationally. This has had a significant impact on resources and workload across all the MAPPA partnership. Despite the additional

pressures, MAPPA and MAPPA partners continue to deliver quality services across Forth Valley to reduce risk and maintain public safety.

All MAPPA partners are committed to working collaboratively to effectively manage the risks presented by individuals who are subject to MAPPA management.

The MAPPA SOG continues to work in alignment with the Forth Valley MAPPA Business Plan and Risk Register 2024-2027. The Risk Register is directly linked to the Forth Valley MAPPA objectives and is a dynamic document, with the risk ratings being reviewed at each SOG meeting and updated, as necessary. This provides a “live” overview of the delivery of all the Forth Valley MAPPA objectives and identifies any areas which require action.

The SOG oversees all quality assurance work, which includes reporting on KPIs, case file audits and further offending reviews. Findings from quality assurance activity are shared at each SOG and, if relevant, added to the Good Practice and Areas for Improvement document. This work has identified that, in the main,

there is evidence of good routine risk management and multi-agency working. Examples of good practice have also been identified. When quality assurance highlights learning or areas for improvement, relevant actions are raised to address this and, if necessary, reflected in the Risk Register.

Forth Valley MAPPA is subject to robust oversight from both the Falkirk and Stirling/Clackmannanshire Chief Officers Groups, with overall responsibility for performance monitoring and quality assurance aligning with the Strategic Oversight Group and the MAPPA Operational Group (MOG).

Work continues, nationally, in relation to the development of MAPPS (Multi-Agency Public Protection System), a new multi-agency information sharing computer system, which will replace the current ViSOR system. Forth Valley MAPPA partners are represented and have input at relevant forums in relation to this.

I would like to express my continued gratitude to the Forth Valley MAPPA Team for their continued commitment, hard work and professionalism to provide the very best co-ordination, mentoring, advice,

assistance, training and expertise to all partners working in this complex area of public protection.

I remain confident that MAPPA partners across Forth Valley will continue to rise to whatever challenges we collectively face as we work together to share information, communicate effectively and honestly and produce plans to manage individuals subject to MAPPA in the community, all with a view to reducing the risk to the public of Forth Valley.

I hope you find this report interesting and informative.

Wilson Gill,
Independent Chair, Forth Valley MAPPA Strategic Oversight Group



WHAT IS MAPPA?

Multi Agency Public Protection Arrangements (MAPPA) were introduced in 2007 under the requirements of The Management of Offenders (Scotland) Act 2005, Sections 10 and 11, and are delivered under National Guidance which was revised in 2016. MAPPA brings together the expertise and resources of key agencies to develop and deliver plans to protect the public from being harmed by sexual and violent offenders, including mentally disordered restricted patients.

Legislation defines the Responsible Authorities within Forth Valley as:

- Clackmannanshire Council
- Falkirk Council
- NHS Forth Valley
- Police Scotland
- Scottish Prison Service
- Stirling Council
- The State Hospitals Board for Scotland

These agencies are responsible for the assessment and management of risk presented by offenders who are subject to MAPPA. NHS Forth Valley and The State Hospitals Board for Scotland are Responsible Authorities in respect of Restricted Patients only.

The Management of Offenders (Scotland) Act 2005 also defines Duty to Co-operate (DTC) Agencies, who are required to accept, provide and share appropriate information to support the risk management planning of any offender subject to MAPPA. DTC agencies include:

- Scottish Children's Reporter Administration
- Electronic Monitoring Providers
- Department for Work and Pensions
- Registered Social Landlords
- Any person or organisation providing services to or on behalf of, a Responsible Authority

How does MAPPA work?

Information about MAPPA offenders is shared across involved agencies. The risks an offender is assessed to pose - and the actions intended to manage the risk - are detailed within a multi-agency risk management plan. The practical operation of MAPPA is performed within pre-set meeting structures and there are three different MAPPA Management Levels:

MAPPA Level 1:

Routine Risk Management

In the vast majority of cases, the offender will be managed under the routine arrangements applied by the agency or agencies with supervisory responsibility, i.e. by the Police alone, or jointly with Criminal Justice Social Work, and subject to regular MAPPA review meetings. In the case of a Restricted Patient, the NHS will be lead agency.

MAPPA Level 2:

Multi Agency Risk Management

This process is implemented where Risk Management Planning requires the involvement of multiple agencies to actively reduce the risk of serious harm posed by an offender or where that management is complex and resource intensive. Those managed at Level 2 will be subject of regular MAPPA review meetings through which a Multi-Agency Risk Management Plan is formulated, implemented and monitored.

MAPPA Level 3:

Multi Agency Risk Management Panel (MAPPP)

From time to time, cases arise that present such a high level of risk to the public, or where the level of resources required to effectively manage the offender in the community is substantially beyond what could be considered normal. Often described as "the critical few" the risk management strategies for these offenders require more senior representatives of the agencies involved to be actively involved in the formulation, implementation and monitoring of risk management plans.

MAPPA Risk Levels

Very High - There is imminent risk of serious harm. The potential event is more likely than not to happen imminently, and the impact would be serious

High - There are identifiable indicators of risk of serious harm. The potential event could happen at any time and the impact would be serious.

Medium - There are identifiable indicators of risk of serious harm. The offender has the potential to cause harm but is unlikely to do so unless there is a change of circumstances, for example failure to take medication, loss of accommodation, relationship breakdown, drug or alcohol misuse.

LOW - Current evidence does not indicate likelihood of causing serious harm.

The overarching objective of MAPPA is to protect the public from harm. This includes having the correct resources in place to enable people who have committed offences to meaningfully work on changing their behaviour. This is where multi-agency public protection arrangements are not just about restrictions and the management of risk. They also focus on ensuring people have access to the services they need, whether these be related to health, housing, substance misuse or reducing their offending.

Any person assessed as presenting a high risk of harm to the public is subject to very strict supervision and monitoring to help reduce that risk. This can include living in approved and manageable accommodation or being subject to restrictions about visiting certain places or having contact with specific people. Offenders subject to MAPPA must report regularly to the police or their supervising criminal justice Social Worker, alongside unannounced visits to their home address.

Risk is dynamic: it both increases and decreases in response to certain events or conditions. MAPPA management levels respond to such changes, ensuring that offenders are managed at a level commensurate to their risk and the resourcing required to manage it. This is in line with an evidence-based approach to risk management that is defensible and proportionate.

MAPPA GOVERNANCE

MAPPA is directed and overseen by the Forth Valley MAPPA Strategic Oversight Group. It consists of senior representatives from each of the Responsible Authorities, with representatives of the Duty to Co-operate agencies attending as appropriate. The group meets four times per year and is driven by strategic priorities and a business plan addressing areas the areas of responsibility identified in MAPPA National Guidance 2022.

Working alongside the SOG is the MAPPA Operational Group, which also meets quarterly, and takes its direction and activities from the SOG.

The Independent MAPPA Chair attends the Chief Officers Groups for all three Local Authorities and both

he and the MAPPA Co-ordinator attend their respective national meetings which are chaired by the Scottish Government and afford the opportunity to share with and learn from colleagues across Scotland.

In addition to any agency reviews, all cases of sexual re-offending within Forth Valley are subject to a joint MAPPA review led by the MAPPA SOG Independent Chair, independent Senior Social Worker and the MAPPA Co-ordinator. This process follows a nationally approved guidance and seeks to identify any areas for improvement or good practice. Cases of particular note or sensitivity can progress to a more thorough Initial Case Review (ICR) or Significant Case Review (SCR).

WHO IS SUBJECT TO MAPPA?

People subject to MAPPA are from the following categories, set down in Law:

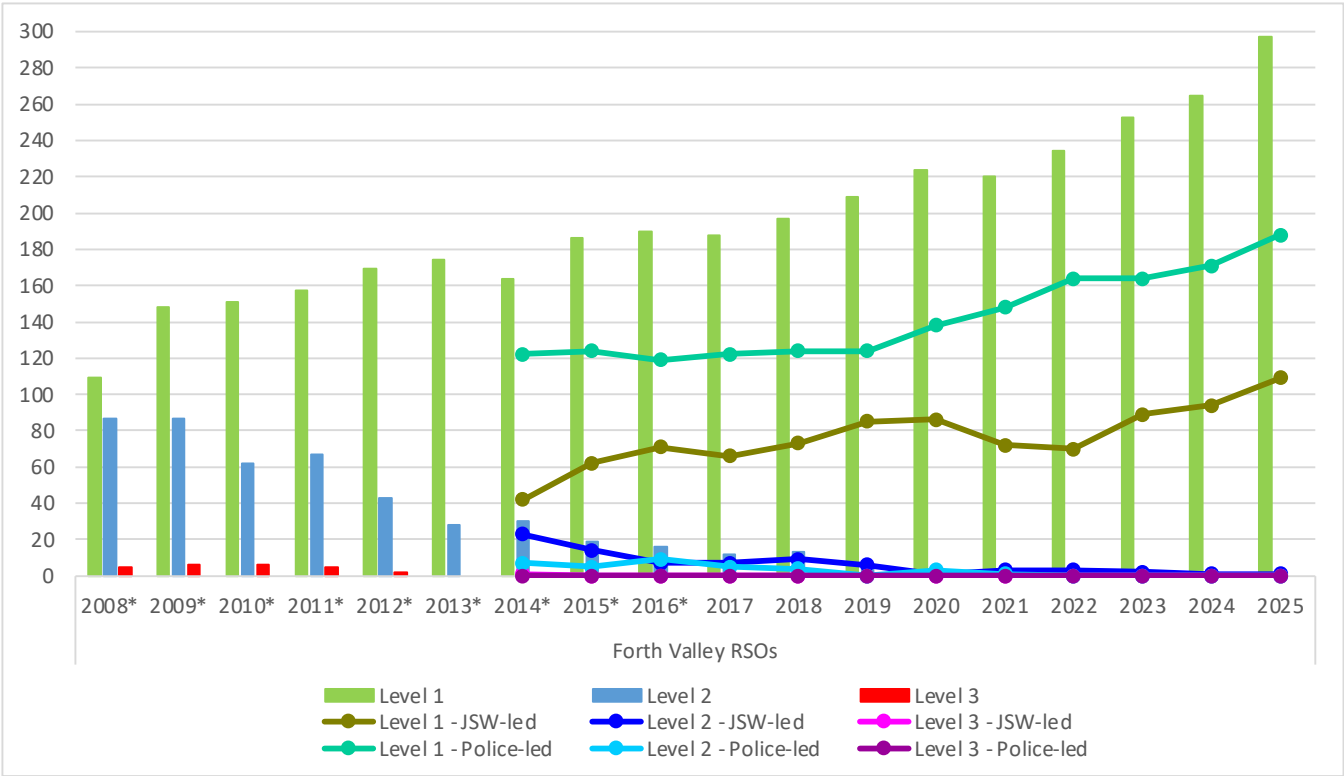
1. Registered Sex Offenders (Category 1)
2. Restricted Patients (Category 2)
3. Other risk of serious harm offenders who meet certain criteria (Category 3)

As at 31st March 2025, 298 registered sex offenders in

the community in Forth Valley were actively managed through MAPPA. This is an increase of 32 (12%) on last year's total of 266. Of that number, 71% were convicted of offences against children (contact and non-contact offences).



The following graph illustrates the Forth Valley RSO numbers, as at 31st March, since 2008:



• *2008-2016 figures report total number in custody and at liberty • 2017 figures onwards report total number at liberty • Breakdown of lead agency not collated prior to 2014

Restricted Patients have committed an offence punishable by imprisonment but as a result of their mental disorder, are not imprisoned. Instead, they are ordered to be detained in hospital for treatment without limit of time. As at 31st March 2025, Forth Valley were responsible for 13 Restricted Patients. Of which, 8 were living in a hospital or in the community within the Forth Valley area. They are gradually being reintegrated into the community after care and treatment in secure hospital settings. No restricted patient in Forth Valley was convicted of a further offence in 2024-25.

For an 'other risk of serious harm offender' to be included in MAPPA they must meet the following criteria:

- Are not required to comply with the Sex Offender Notification Requirements or those who are not mentally disordered Restricted Patients;
- Have been convicted of an offence, and by reason of that conviction are required to be supervised in the

community by any enactment, order or licence, and are assessed by the responsible authorities as posing a high or very high risk of serious harm to the public at large and;

- The risk is assessed as requiring active multi-agency management at MAPPA Level 2 or 3.

Between 1st April 2024 and 31st March 2025, 9 Category 3 referrals were received and 2 were accepted. On the 31st March 2025, one Category 3 offender was residing in the community and managed through Forth Valley MAPPA. Reasons for rejected referrals or referrals not taken forward by MAPPA can be for various reasons, including: the criteria for Category 3 not met; the individual will be managed under other risk management forum; or release is not being supported for an upcoming Parole Qualifying Date (PQD).

EXAMPLES OF GOOD PRACTICE IN COLLABORATIVE WORKING OVER THE LAST YEAR

The efforts of MAPPA partners to manage cases and reduce risk is acknowledged; there is evidence of good routine risk management and multi-agency working on a daily basis. This includes good communication, monitoring and supervision. There are also examples of excellent pro-active work which has resulted in re-offending being identified, which would have otherwise continued undetected.

In addition to the above, some specific areas of work have been identified as good practice in collaborative working over the last year:

Forth Valley MAPPA Business Plan and Risk Register 2024-2027

A new Forth Valley MAPPA Business Plan and Risk Register 2024-2027 was agreed at the Forth Valley MAPPA SOG on 21/08/2024. This is a change to the previous Business Plan format as it now incorporates a Risk Register directly linked to the Forth Valley MAPPA objectives.

This is a dynamic document, with the risk ratings being 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 and this allows the SOG to continually challenge and improve working practices and procedures in the MAPPA arena.

Examination of Internet Enabled Devices

A training gap was identified in respect of the examination of internet enabled devices. An officer from Forth Valley SÖPU, who is skilled in this area, created a bespoke package and delivered training to each council area, which has enhanced JSW staff’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. A further piece of work is currently being undertaken by SÖPU to link in with JSW to agree standard wording for Conduct Requirements and Licence Conditions in respect of internet enabled devices and presenting them for examination. This will provide clarity for court purposes.

Unexpected Relocation of CAT 3 Case

A Level 2, CAT 3 case was relocated to our local authority area by an English Probation Service following a legitimate refusal to manage the case on their behalf. Despite this refusal, the individual was relocated and contact made with our local authority 3 weeks after the relocation, without MAPPA processes being followed. This required excessive collaborative work between all MAPPA partners and swift action was taken to ensure that actions were raised and an appropriate Risk Management Plan was put in place, which was over and above routine management. This also required input from senior staff, including the Chief Social Work Officer (CSWO) and Police Area Commander. This highlighted the excellent multi-agency working relationships that have been established by MAPPA partners in Forth Valley.

Areas of Development over the last year

Forth Valley MAPPA are continually reviewing practices, processes and procedures. This quality assurance work offers an opportunity to reflect in order to identify areas that can be improved upon. When areas for improvement are identified, they are highlighted at the SOG in the spirit of learning and continuous improvement.

Areas that have been identified and improved upon over the last year includes:

- JSW Managerial oversight of MAPPA cases
- Submission of JSW ViSOR Logs
- Development of MAPPA/JSW Procedures (Flowcharts)
- Recording of Frequency of JSW Home Visits in the MAPPA Minutes

Performance in Comparison to National Performance Indicators

The table below illustrates an overview for the period 01/04/2024 – 31/03/2025. It is acknowledged that not all targets were met, however, these are marginal and justifications provided. It is also recognised that, due to the low number of Level 2 and 3 cases in Forth Valley, this skews the overall NPI percentage. The performance indicators continue to be reviewed by the SOG and MOG and, if required, appropriate action taken. There are no concerns in relation to the Forth Valley National Performance Indicators.

National Performance Indicator	Forth Valley Performance
95% of Level 3 MAPPP cases reviewed no less than once every six weeks.	N/A – No Level 3 cases during the reporting year
95% of MAPPA Level 2 cases reviewed no less than once every twelve weeks.	Forth Valley achieved 100% during the report year
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.	Forth Valley achieved 70% during the reporting year
Where invited, 90% attendance by Police Scotland at the agreed level of seniority for Level 2 and 3 meetings.	Forth Valley achieved 96% during the report year <i>[NB when apologies were submitted, an appropriate written report was received]</i>
Where invited, 90% attendance by Community Based Social Work at the agreed seniority level for Level 2 and 3 meetings.	Forth Valley achieved 95% during the report year <i>[NB when apologies were submitted, an appropriate written report was received]</i>
100% written contributions to be provided by Responsible Authorities in cases of nonattendance (where invited) at Level 2 and Level 3 meetings in the community.	Forth Valley achieved 97% during the report year <i>[NB this target was not met on one occasion]</i>
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.	Forth Valley achieved 92% during the report year <i>[NB this target was not met on one occasion]</i>
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.	N/A – No Level 3 cases during the reporting year
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.	Forth Valley achieved 79% during the reporting year <i>[NB those which did not meet the target were for valid reasons and agreed in advance]</i>
Disclosure to be considered and the decision to be recorded in the minutes at 100% of Level 2 and 3 MAPPA meetings.	Forth Valley achieved 100% during the report year



APPENDIX 1: MAPPA STATISTICS

Table 1 : Registered Sex Offenders (RSOs)	
a) Number of Registered Sex Offenders on 31st March 2025 (liberty and custody):	415
1. At liberty and living in Forth Valley on 31st March 2025	298
2. Per 100,000 of the population in Forth Valley on 31st March 2025 (at liberty)	98
b) The number of RSOs who were charged for breaches of the notification requirements between 1st April 2024 & 31st March 2025	30
c) The number of ‘wanted’ RSOs on 31st March 2025	0
d) The number of ‘missing’ RSOs on 31st March 2025	0

Table 2: Orders applied and granted in relation to RSOs	
a) Sexual Offences Prevention Orders (SOPOs) in force on 31st March 2025	8
b) SOPOs granted by courts between 1st April 2024 & 31st March 2025	0
c) Risk of Sexual Harm Orders (RSHOs) in force on 31st March 2025	0
d) Sexual Harm Prevention Orders (SHPOs) in force on 31st March 2025	14
e) SHPOs granted by courts between 1st April 2024 & 31st March 2025	4
f) Sexual Risk Orders (SROs) in force on 31st March 2025	0
g) Number of charges relating to breaching SOPO/SHPO conditions between 1st April 2024 & 31st March 2025	5
h) Number of charges relating to breaching a RSHO between 1st April 2024 & 31st March 2025	0
i) Number of people convicted of breaching a SRO between 1st April 2024 & 31st March 2025	0
j) Number of Foreign Travel Order imposed by the courts between 1st April 2024 & 31st March 2025	0
k) Number of Notification Orders imposed by the courts between 1st April 2024 & 31st March 2025	0

Table 3: Registered Sex Offenders (RSO's)	Custody	At Liberty	Total
a) Number of RSOs managed by MAPPA Level as at 31st March 2025:	117	298	415
1. MAPPA Level 1: Routine Risk Management	95	297	392
2. MAPPA Level 2: Multi-agency Risk Management	20	1	21
3. MAPPA Level 3: MAPPP	2	0	2
b) Number of RSOs convicted of a further group 1 or 2 crime between 1st April 2024 & 31st March 2025	5		
c) Number of RSOs returned to custody for a breach of statutory conditions between 1st April 2024 & 31st March 2025 (including those returned to custody because of a conviction for a group 1 or 2 crime)			5
d) Number of individuals subject to the SONR indefinite review process (under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011) between 1st April 2024 & 31st March 2025			9
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 1st April 2024 & 31st March 2025			1
f) Number of RSO's subject to formal disclosure between 1st April 2024 & 31st March 2025			5

Table 4: Restricted Patients (RPs):	
a) Number of RPs:	
1. The Health Board(s) in your MAPPA region had responsibility for on 31 March 2025	13
2. The Health Board(s) in your MAPPA region had responsibility for during the reporting year (1 April 2024 to 31 March 2025)	13
b) Number within hospital/community:	
1. State Hospital	2
2. Other hospital in your area	4
3. Community (Conditional Discharge)	4
c) Number managed by MAPPA Level on 31st March 2025:	
1. Level 1: Routine Risk Management	11
2. Level 2: Multi-agency Risk Management	2
3. Level 3: MAPPP	0
d) Number recalled by Scottish Ministers between 1st April 2024 & 31st March 2025	0

Table 5: Other Risk of Serious Harm Offenders	
a) Number of Offenders managed by MAPPA Level as at 31st March 2025 (liberty and custody):	1
1. Level 2: Multi-agency Risk Management	1
2. Level 3: MAPPP	0
b) Number of Offenders convicted of a further group 1 or 2 crime between 1st April 2024 & 31st March 2025:	
1. MAPPA Level 2:	0
2. MAPPA Level 3:	0
c) Number of Offenders returned to custody for a breach of statutory conditions between 1st April 2024 & 31st March 2025 (including those returned to custody for a conviction for a group 1 or 2 crime)	1
d) Number of notifications made to the DWP under the terms of the Management of Offenders etc. (Scotland) Act, 2005 (Disclosure of Information) Order 2010 between 1st April 2024 & 31st March 2025	0

Table 6: Delineation of RSO'S by age on 31st March 2025		
Age	RSO Number	RSO %
Under 18	0	0
18 - 21	14	3.37%
22 - 25	26	6.27%
26 - 30	43	10.36%
31 - 40	85	20.48%
41 - 50	94	22.65%
51 - 60	75	18.07%
61 - 70	50	12.05%
Over 70	28	6.75%

Table 7: Delineation of RSO's by gender on 31st March 2025		
Sex	RSO Number	RSO %
Male	408	98.31%
Female	7	1.69%
Other	0	0

APPENDIX 1: GLOSSARY

Table 8: Delineation of RSO’s by ethnicity on 31st March 2025		
Ethnic Origin	RSO Number	RSO %
White Scottish	297	71.57%
White – Other British	37	8.92%
White – Irish	4	0.96%
White – Gypsy Traveller	1	0.24%
White – Polish	3	0.72%
Other White Ethnic Group	3	0.72%
Mixed – Any Mixed or Multiple Ethnic Groups	0	0
Asian – Pakistani, Pakistani Scottish or Pakistani British	2	0.48%
Asian – Indian, Indian Scottish or Indian British	2	0.48%
Asian – Bangladeshi, Bangladeshi Scottish or Bangladeshi British	1	0.24%
Asian – Chinese, Chinese Scottish or Chinese British	0	0
Asian – Other	0	0
African – African, African Scottish or African British	0	0
African Other	0	0
Caribbean or Black – Caribbean, Caribbean Scottish or Caribbean British	0	0
Caribbean or Black – Black, Black Scottish or Black British	0	0
Caribbean or Black – Other	0	0
Other Ethnic Group – Arab, Arab Scottish or Arab British	0	0
Other Ethnic Group – Other	0	0
Subject Does Not Understand	0	0
Subject Declined to Define Ethnicity	0	0
Not Known	3	0.72%
Data Not Held	62	14.94%

Table 9: Number of RSO’s managed under statutory conditions and/or notification requirements on 31st March 2025:		
Number of RSOs	RSO Number	RSO %
On Statutory supervision (in the community)	89	21.45%
Subject to notification requirements only (in the community)	326	78.55%

CSWO	Chief Social Worker Officer
DTC	Duty To Co-operate. The DTC persons or bodies in Scotland are listed within The Management of Offenders (Scotland) Act 2005 (Specification of Persons) Order 2007
DWP	Department for Work and Pensions
JSW	Justice Social Work
MAPPA	Multi Agency Public Protection Arrangements
MAPPP	Multi Agency Public Protection Panel
MOG	MAPPA Operational Group
PQD	Parole Qualifying Date
RP	Restricted Patient
RSO	Registered Sex Offender. This is a person convicted of an offence specified in The Sexual Offences Act 2003 and therefore subject to the notification requirements of the Act.
RSHO	Risk of Sexual Harm Order. These place restrictions and obligations on someone who is behaving in such a way which suggests they pose a risk of sexual harm to a particular child or to children generally. The person’s behaviour need not constitute a criminal offence and he / she need not have any previous convictions. If the person fails to comply with (i.e. breaches) the requirements of the Order, he / she can be taken back to Court and may be liable to up to 5 years imprisonment. A conviction for breach of the Order also renders the person subject to the sex offender notification scheme.
SHPO	Sexual Harm Prevention Order
SOG	Strategic Oversight Group
SONR	Sex Offender Notification Requirements
SOPo	Sexual Offences Prevention Order. A Court may make a SOPo at the time of dealing with certain sexual offenders or when the police make a special application on account of the offender’s behaviour in the community. A SOPo can place restrictions and obligations on the offender and will require the subject to register as a sexual offender. If the offender fails to comply with (i.e. breaches) the requirements of the order, he / she can be taken back to Court and may be liable for up to five years imprisonment.
SOPU	Sex Offender Policing Unit
SRO	Sexual Risk Order
NHS	National Health Service



THANK YOU
