



MAPPA ANNUAL REPORT 2023-2024

Forth Valley



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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 2023 – 2024. This is the seventeenth annual report for MAPPA in the Forth Valley Area.

The position of Independent Chair is now well established in Forth Valley, which has enabled 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 wish to reiterate my thanks to all of those involved in the Strategic Oversight Group (SOG) for their support, ongoing commitment and endeavour in making Forth Valley a safer place to live and work.

The year 2023-2024 has seen a continued steady rise in RSO numbers, similar to previous reporting periods and what is being reported nationally. It is to the credit of all involved that services have continued to be delivered across the partnership, with processes and practice being reviewed and developed to take account of the challenging circumstances and increase in workload. The professionalism and dedication of all involved to maintain high quality interventions, reduce risk and maintain public safety, should be commended.

Previous Annual Reports have referred to the impact of the COVID-19 pandemic. Prior to the pandemic, the majority of MAPPA meetings were “in person”. As there was a requirement for social distancing, this required changes to practice, whilst maintaining the same high-level services. Whilst a few meetings have returned to face to face, the majority of meetings continue to be conducted via secure online video conference facilities due to the efficiencies this has brought, mainly in terms of travel time and costs.

Our main aim within Forth Valley MAPPA is to continue to work together in a cohesive partnership in order to keep our communities safe. This requires the full support of all MAPPA partners and I am delighted to report that the Forth Valley MAPPA Partnership remains strong, with co-operation between all agencies evident throughout the complex arena of managing offenders in our communities. There is a clear commitment in this regard and this ensures partnership working, processes, procedures, audits, training, planning and risk assessments are robust and fit for purpose.

Forth Valley MAPPA is subject to robust oversight from both the Falkirk and Stirling/Clackmannanshire Chief Officer Groups, with overall responsibility for performance monitoring and quality assurance aligning with the Strategic Oversight Group and the MAPPA Operational Group (MOG). This structure continues to serve the area well. We continue to receive active support from key stakeholders through representation from Responsible Authorities and Duty to Co-operate Agencies, each of whom plays a decisive role in promoting the working relationships, professional expertise and organisational structures within which MAPPA is delivered. Both our long standing Strategic Oversight Group and MAPPA Operational Group continue to meet quarterly, with members from across all MAPPA Partners working continuously to improve operational competence and service delivery.

A new Forth Valley MAPPA Business Plan and Risk Register 2024-2027 has been developed which sets out the plan for the next three years. 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 will be a dynamic document, with the risk ratings being updated at each SOG meeting; thus providing a “live” overview of the delivery of all the Forth Valley MAPPA objectives and any areas which require action.

Forth Valley MAPPAs continue to deliver training sessions/events on a variety of relevant topics.

Work is ongoing, 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 MAPPAs partners are represented and have input at relevant forums in relation to this.

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

Finally, I would also like to note the commitment, hard work and professionalism of the Forth Valley MAPPAs Team, who work tirelessly to provide the very best mentoring, advice, assistance, training and expertise to all partners working in this complex area of public protection, thus protecting community safety whilst simultaneously enhancing confidence in the MAPPAs process.

I hope you find this report interesting and informative.

Wilson Gill,

Independent Chair, Forth Valley MAPPAs
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 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, the MAPPA MOG Chair and the MAPPA Co-ordinator. This process follows a nationally approved process and seeks to identify any areas for improvement or good practice.

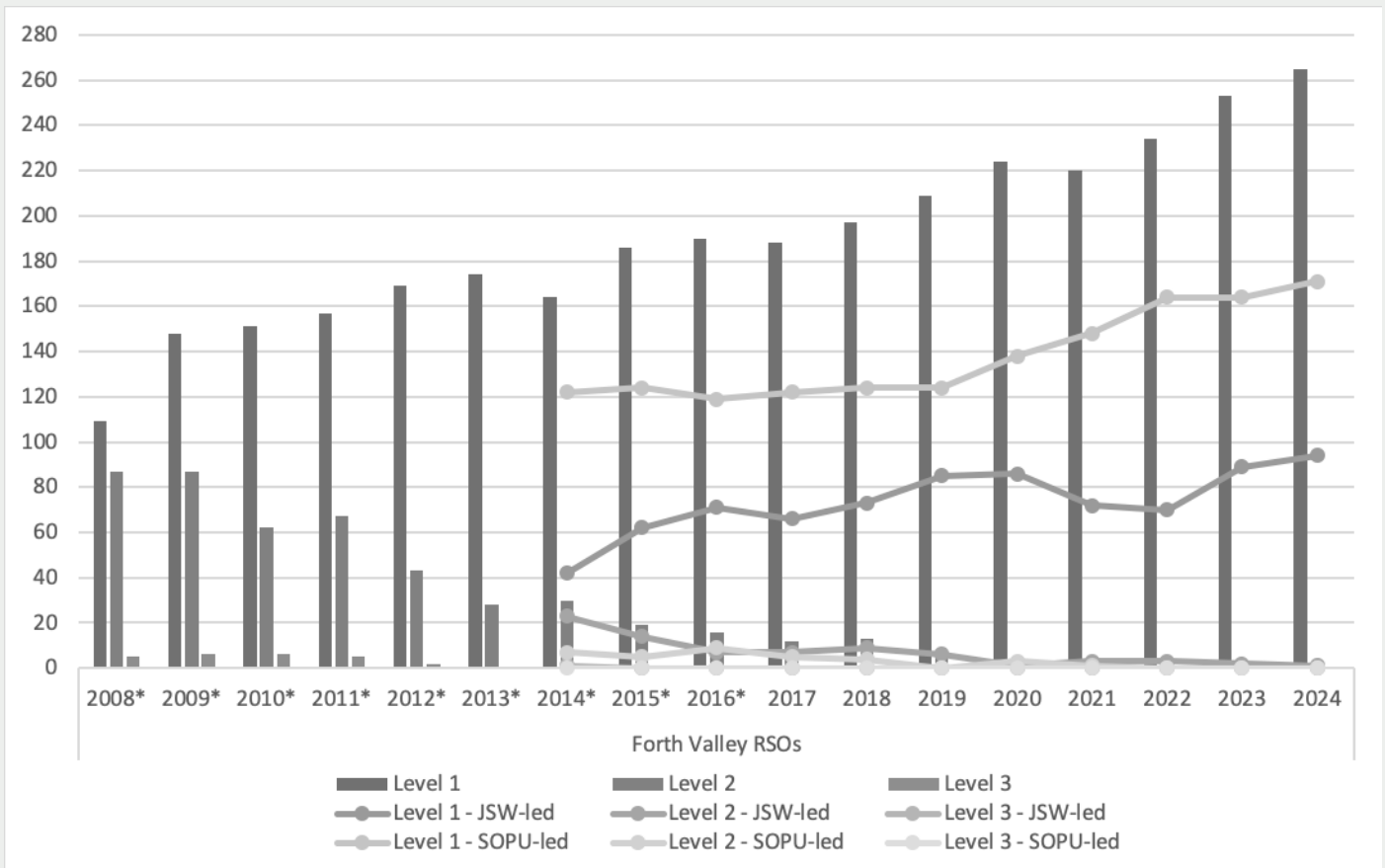
WHO IS SUBJECT TO MAPPA?

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 2024, 266 registered sex offenders in the community in Forth Valley were actively managed through MAPPA. This is an increase of 11 (4.3%) on last year's total of 255. Of that number, 71% were convicted of offences against children (contact and non-contact offences).

The following graph illustrates the Forth Valley RSO numbers 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 2024, Forth Valley were responsible for 11 Restricted Patients. Of which, 7 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 2023-24.

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 2023 and 31st March 2024, four Category 3 referrals were received. Two were deemed to be an appropriate referral that should be subject to MAPPA management. On the 31st March 2024, two Category 3 offenders were managed through Forth Valley MAPPA; 1 in the community and 1 in custody. Rejected referrals are not taken forward by MAPPA as the arrangements for risk management already in place are considered appropriate and / or the criteria for Category 3 was not reached.

The Scottish Government continues to ensure that lead professionals in risk management are equipped to accurately identify, assess and manage this type of offender. A national training programme for Social Workers and Police Officers began in 2015, helping lead professionals scrutinise the evidence base around the offending behaviour of individuals whose risk of committing an offence resulting in serious harm may be imminent.



The identification of people, whose offending represents that imminent risk of serious harm to the public, and how services are correctly identified, targeted and resourced, is a significant learning process. Management of all the offenders eligible for MAPPA requires skilful practitioners, sound monitoring strategies, effective supervision and the delivery of the right interventions, in the right way, at the right time. These exist alongside sound victim safety planning which remains a priority for MAPPA in Forth Valley.

PERFORMANCE IN COMPARISON TO NATIONAL PERFORMANCE INDICATORS

The table below illustrates an overview for the period 01/04/2023 – 31/03/2024. 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 cases, this skews the overall NPI %-age. 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 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 86% during the reporting year [NB when apologies were submitted, an appropriate written report was always received]
Where invited, 90% attendance by Police Scotland at the agreed level of seniority for Level 2 and 3 meetings.	Forth Valley achieved 100% during the report year
Where invited, 90% attendance by Community Based Social Work at the agreed seniority level for Level 2 and 3 meetings.	Forth Valley achieved 100% during the report year
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 93% during the reporting year [NB due to changes in staffing. Issue raised at SOG and rectified]
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 100% during the report year
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 86% during the reporting year [NB those which did not meet the target were for valid reasons and agreed in advance]
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 2024 (liberty and custody):	386
1. At liberty and living in Forth Valley on 31st March 2024	266
2. Per 100,000 of the population in Forth Valley on 31st March 2024 (at liberty)	88
b) The number of RSOs having a notification requirement who were reported for breaches of the requirements to notify between 1st April 2023 & 31st March 2024	7
c) The number of 'wanted' RSOs on 31st March 2024	0
d) The number of 'missing' RSOs on 31st March 2024	0

Table 2: Orders applied and granted in relation to RSOs

a) Sexual Offences Prevention Orders (SOPOs) in force on 31st March 2024	11
b) SOPOs granted by courts between 1st April 2023 & 31st March 2024	0
c) Risk of Sexual Harm Orders (RSHOs) in force on 31st March 2024	0
d) Sexual Harm Prevention Orders (SHPOs) in force on 31st March 2024	12
e) SHPOs granted by courts between 1st April 2023 & 31st March 2024	1
f) Sexual Risk Orders (SROs) in force on 31st March 2024	0
g) Number of RSOs convicted of breaching a SOPO between 1st April 2023 & 31st March 2024	3
h) Number of people convicted of breaching a SHPO between 1st April 2023 & 31st March 2024	0
i) Number of RSOs convicted of a breach of RSHO between 1st April 2023 & 31st March 2024	0
j) Number of people convicted of breaching a SRO between 1st April 2023 & 31st March 2024	0
k) Number of Foreign Travel Order imposed by the courts between 1st April 2023 & 31st March 2024	0
l) Number of Notification Orders imposed by the courts between 1st April 2023 & 31st March 2024	0

Table 3: Registered Sex Offenders (RSO's)	Custody	At Liberty	Total
a) Number of RSOs managed by MAPPA Level as at 31st March 2024:	120	266	386
1. MAPPA Level 1: Routine Risk Management	98	265	363
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 2023 & 31st March 2024			8
c) Number of RSOs returned to custody for a breach of statutory conditions between 1st April 2023 & 31st March 2024 (including those returned to custody because of a conviction for a group 1 or 2 crime)			9
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 2023 & 31st March 2024			11
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 2023 & 31st March 2024			4
f) Number of RSO's subject to formal disclosure between 1st April 2023 & 31st March 2024			3

Table 4: Restricted Patients (RPs):

a) Number of RPs:		
1. The Health Board(s) in your MAPPA region had responsibility for on 31 March 2024		11
2. The Health Board(s) in your MAPPA region had responsibility for during the reporting year (1 April 2023 to 31 March 2024)		11
b) Number within hospital/community:		
1. State Hospital		1
2. Other hospital in your area		4
3. Community (Conditional Discharge)		3
c) Number managed by MAPPA Level on 31st March 2024:		
1. Level 1: Routine Risk Management		9
2. Level 2: Multi-agency Risk Management		2
3. Level 3: MAPPP		0
d) Number recalled by Scottish Ministers between 1st April 2023 & 31st March 2024		1

Table 5: Other Risk of Serious Harm Offenders

a) Number of Offenders managed by MAPPA Level as at 31st March 2024 (liberty and custody):	
1. Level 2: Multi-agency Risk Management	2
2. Level 3: MAPPP	0
b) Number of Offenders convicted of a further group 1 or 2 crime between 1st April 2023 & 31st March 2024:	
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 2023 & 31st March 2024 (including those returned to custody for a conviction for a group 1 or 2 crime)	
	0
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 2023 & 31st March 2024	
	1

Table 6: Delineation of RSO'S by age on 31st March 2024:

Age	RSO Number	RSO Percentage %
Under 18	0	0
18 - 21	10	2.59%
22 - 25	26	6.74%
26 - 30	40	10.36%
31 - 40	77	19.95%
41 - 50	87	22.54%
51 - 60	74	19.17%
61 - 70	45	11.66%
Over 70	27	6.99%

Table 7: Delineation of RSO's by gender on 31st March 2024

Sex	RSO Number	RSO %
Male	380	98.45%
Female	6	1.55%
Other	0	0

Table 8 : Delineation of RSO's by ethnicity on 31st March 2024

Ethnic Origin	RSO Number	RSO Percentage %
White Scottish	280	72.54%
White – Other British	32	8.29%
White – Irish	4	1.04%
White – Gypsy Traveller	0	0
White – Polish	1	0.26%
Other White Ethnic Group	5	1.30%
Mixed – Any Mixed or Multiple Ethnic Groups	0	0
Asian – Pakistani, Pakistani Scottish or Pakistani British	1	0.26%
Asian – Indian, Indian Scottish or Indian British	2	0.52%
Asian – Bangladeshi, Bangladeshi Scottish or Bangladeshi British	1	0.26%
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	0.78%
Data Not Held	57	14.77%

Table 9: Number of RSO's managed under statutory conditions and/or notification requirements on 31st March 2024:

Number of RSOs	RSO Number	RSO %
On Statutory supervision (in the community)	106	27.46%
Subject to notification requirements only (in the community)	280	72.54%

APPENDIX 2: GLOSSARY

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
MAPPA	Multi Agency Public Protection Arrangements
MAPPP	Multi Agency Public Protection Panel
MOG	MAPPA Operational Group
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
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.
SONR	Sex Offender Notification Requirements
SRO	Sexual Risk Order
NHS	National Health Service