

# MAPPA

Edinburgh, the Lothians and  
Scottish Borders Multi-Agency  
Public Protection Arrangements

ANNUAL  
REPORT  
2024-2025

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# 1

# Foreword

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## Foreword

I am pleased to introduce the Edinburgh, the Lothians and Scottish Borders Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2024-2025.

MAPPA provides a framework for partners in Edinburgh, the Lothians and Scottish Borders to share information, jointly assess risk and then deploy our resources proportionately to target those offenders we have assessed as presenting a risk of serious harm to the public. MAPPA is not a statutory body in itself but is a mechanism through which agencies work together in a coordinated manner to protect the public. Our utmost priority is to keep the public safe, particularly the most vulnerable members of our communities.

The danger presented to children and adults from people who are strangers is extremely low. Re-offending by registered sex offenders is also low, but our staff are determined to reduce both the risk posed by these offenders and the likelihood of re-offending. Only a small number of people come under MAPPA management, but we recognise that the impact on their victims can be profound, long-lasting and reach into all aspects of their lives. Every MAPPA meeting considers the risk to any potential victim and details what action is to be taken to reduce this.

Managing the risks posed by offenders within the community is a complex task, cutting across the organisational boundaries of local authorities, police, prisons, housing and health services. Effective collaborative working is essential as we can achieve far more together than any one agency acting alone.

On behalf of the Strategic Oversight Group, I wish to place on record my sincere thanks to staff from all agencies for their commitment, skills and achievements in working in this often incredibly challenging area of public protection.

I hope this annual report helps to explain the work undertaken by all agencies in our area and provides an insight into local public protection arrangements, which help to make our communities safer.

**Lindsey Byrne**  
**Chair Edinburgh, the Lothians,**  
**and Scottish Borders Strategic**  
**Oversight Group**

# 2

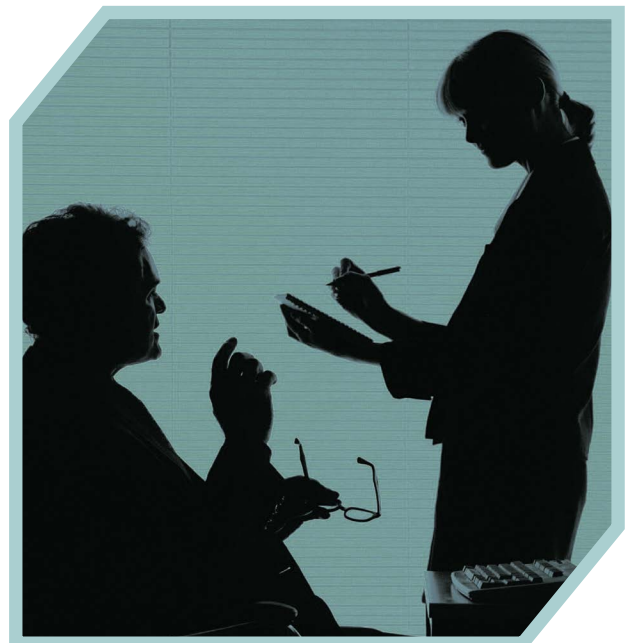
## What is MAPPA?

### Multi-Agency Public Protection Arrangements in Edinburgh, the Lothians and Scottish Borders

Multi-Agency Public Protection Arrangements (MAPPA) provide a framework to manage the risk posed by Registered Sex Offenders (RSOs) and restricted patients (violent offenders, with a small number of sex offenders). On 31 March 2016, the Scottish Government introduced the risk of serious harm category 3. This category covers persons who by reason of their conviction are subject to supervision in the community and are assessed by the responsible authorities as posing a high or very high risk of serious harm to the public, which requires active multi-agency management at MAPPA Level 2 or 3.

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On 31 March 2022, the Scottish Government published an updated version of the National MAPPA Guidance, which reflects an on-going programme of revision to consider new legislation as well as changes in guidance, policy, and effective practice.

MAPPA brings together professionals from the police, social work, housing, health and the Scottish Prison Service in Edinburgh, the Lothians and Scottish Borders. These agencies are known as the 'responsible authorities'. While the arrangements are co-ordinated by a central unit based in Edinburgh, the practical management of offenders remains the responsibility of these agencies at local level.

The area covered by our arrangements incorporates the local authority areas of the City of Edinburgh, East Lothian, Midlothian, West Lothian and the Scottish Borders, representing a mixture of urban and rural areas.

The responsible authorities represented are:

- » The City of Edinburgh Council
- » East Lothian Council
- » Midlothian Council
- » West Lothian Council
- » Scottish Borders Council
- » Police Scotland
- » Scottish Prison Service
- » NHS Lothian
- » NHS Borders

There are three MAPPA management levels to ensure that resources are focused where they are needed most to reduce the risk of harm. Over the course of this annual reporting year, we managed 1101 RSOs, in the community under MAPPA; 96.37% (1061) at Level 1; 3.63% (40) at Level 2; and zero at Level 3.

Over the course of this annual reporting year, we managed 3 Category 3 violent offenders under MAPPA, and all were managed at MAPPA Level 2.

Over the past year, there have been 53 MAPPA Level 2 meetings across Edinburgh, the Lothians and Scottish Borders, which managed RSOs, restricted patients and serious risk of harm violent offenders. We have returned to face-to-face meetings but with the added advantage of attendees being able to join the meeting via MS Teams/Webex, where appropriate. Each Level 2 meeting will consider a number of individuals.

The 2024/25 MAPPA National Annual Report provides a picture of the main national developments in relation to MAPPA and can be viewed on the Scottish Government website under recent publications.

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## Roles and Responsibilities

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The responsible authorities for each area are required to involve other key agencies in the management of offenders. This is an important part of MAPPA, involving the exchange of information and drawing on the collective knowledge and expertise of numerous agencies. The roles and responsibilities in relation to MAPPA in our local area are outlined below.

Police Scotland is responsible for the enforcement of the notification and compliance requirements of the Sexual Offences Act 2003 (sex offender registration), and for policing activities, including risk assessment, preventative/monitoring strategies, as well as investigation and prosecution of any registered sex offender who re-offends. Responsibilities include maintaining an accurate record of those offenders' resident in each local authority area who are subject to the notification requirements; the creation of risk management plans to mitigate or reduce risk; making enquiries where such persons fail to comply with the

requirements placed on them and managing sex offenders whose current behaviour is of concern. Police Scotland is the lead responsible authority for those community-based RSOs who are not subject to any other form of statutory supervision. These duties are conducted in partnership with all responsible authorities and 'duty to co-operate' agencies.

The local authority is the responsible authority for RSOs who are subject to statutory supervision. The Council's justice social work service is responsible for the supervision of such offenders, but housing, adult social care and children and families' services also play a key role in the management of sex offenders in the community.

Justice social work makes a significant contribution to public protection by supervising and managing RSOs in accordance with the requirements of MAPPA and other public protection related legislation.

Social workers supervise offenders on community payback orders and prisoners who have been released subject to formal supervision.



Social workers are required to use accredited risk assessment tools and develop plans for the risk management and supervision of offenders in collaboration with other agencies. Social workers can request that additional requirements or conditions be placed on orders and licences by the courts and the Parole Board.

These requirements and conditions can range from restrictions relating to accommodation and employment, to instructions to avoid certain locations or victims, or to attend counselling or treatment programmes. These requirements and conditions allow social workers to monitor and influence aspects of offender's behaviour, as breaches of these requirements or conditions can lead to the court or Parole Board returning the offender to custody.

Each local authority in Edinburgh, the Lothians and Scottish Borders has a Sexual and Violent Offender Liaison Officer (SAVOLO) or Lead Officer in the justice social work service who acts as a single point of contact for information relating to RSOs and violent offenders managed under MAPPA. They are responsible for chairing risk management case conferences and consulting with other agencies as appropriate.

Local authority housing Sexual Offending Liaison Officers (SOLOs) are responsible for offenders' access to housing. This includes accessing temporary accommodation and identification of suitable permanent housing.

Registered social landlords contribute to public protection. As 'duty to co-operate' agencies, they collaborate with the local authority housing SOLO to identify positive housing solutions.

The role of the housing service is to contribute to the 'responsible authorities' management of risk through:

- » providing suitable accommodation
- » contributing to environmental risk assessments to ensure accommodation is appropriate
- » consulting with the responsible authorities regarding the ongoing management and monitoring of the risk of the offender as a tenant, including any tenancy moves or evictions
- » having regard to community safety and having in place contingency plans for when a property is no longer suitable and/or the offender's safety is at risk.

The local authority is responsible for ensuring the development of a strategic response to the housing of sex offenders. However, in any local authority area there is likely to be a multiplicity of housing providers, and local authorities must involve and consult registered social landlords in their area when developing their strategic response.

It is the responsibility of the local authority to provide an initial single point of contact for accommodation requests from other responsible authorities. This single point of contact is the housing SOLO, whose role involves:

- » identifying the most appropriate housing provider following risk assessment
- » ensuring that when an appropriate housing provider has been identified, they are included by the responsible authorities in liaison arrangements relevant to the identification of appropriate housing and the management of risk
- » liaising pro-actively with responsible authorities and housing providers regarding ongoing risk management and community safety issues.

NHS Lothian continues to play a significant role in MAPPA locally through being the responsible authority for mentally disordered restricted patients and in fulfilling its wider duty to co-operate in the management of violent offenders and RSOs.

NHS Lothian has a Public Protection structure (including child protection, adult protection, and MAPPA) which is the responsibility of the Executive Nurse Director at Health Board level. There is a Director for Public Protection, a Clinical Nurse Manager, a MAPPA Health Liaison Officer, alongside Designated Consultants for MAPPA (who are consultant forensic mental health clinicians).

The aim of the NHS Lothian structure and input is to provide governance for NHS Lothian's contribution to Public Protection and to ensure that health issues (including mental health, physical health, staff and patient safety, information sharing) that arise in relation to MAPPA cases are dealt with appropriately. The Director of Public Protection attends all Level 3 MAPPA meetings; The NHS Lothian Serious Offender Liaison Service (SOLS) representatives attend all Level 2 and Level 3 MAPPA meetings; and the Health Liaison Officer attends all Level 2 and some Level 3 MAPPA meetings.

The NHS Lothian SOLS continues to provide specialist clinical consultation, training, assessment, and clinical supervision to support the management of serious violent and sexual offenders being managed in the community.

During the reporting year SOLS completed 35 case discussions with frontline staff from social work and police responsible for the management of the individual concerned. There were 42 referrals to their service by social work and police, which led to 8 full risk assessments being completed on those individuals deemed to present a serious risk of harm to the public.

NHS Borders also makes an important contribution to MAPPA. NHS Borders continues to work collaboratively with MAPPA partners to ensure appropriate, relevant, and proportionate responses to information sharing requests to support the management and assessment of risk.

The Single Point of Contact (SPOC), with operational responsibility for dealing with MAPPA health information requests is the Nurse Consultant Public Protection or a member of the NHS Borders Public Protection Nursing Team. MAPPA Level 2 meetings are attended by a representative from the Public Protection Nursing Team.

There may also be representation provided from the Learning Disability Forensic Team and/or Mental Health Psychology services dependent on whether this is a concern relative to a learning disability, mental illness, or addiction.

MAPPA Level 3 meetings will be attended by NHS Borders Strategic Lead and/or Nurse Consultant for Public Protection.

NHS Borders Chief Executive and Nursing Director will be made aware of these meetings and will be asked to attend where appropriate.

### **Community Intervention Services for Sex Offenders (CISSO)**

This service continues to support partner agencies in the risk management of people with sexual convictions through the delivery of community-based group treatment programmes and individual interventions, addressing the behaviour and attitudes associated with sexual offending. In addition, staff provide assessments and offer advice and consultation to criminal justice social workers in Edinburgh, the Lothians, and Scottish Borders.

2024/2025 has been a year of significant change and developments for the project. CISSO has worked closely with the Moving Forwards 2 Change (MF2C) Central Team towards the roll-out of the new sexual offending behaviour programme in Edinburgh, the Lothians and Scottish Borders. A substantial number of social workers have been trained as Case-Managers for the MF2C programme and the CISSO team have now completed the Practitioner and Treatment Manager Training.

A social worker within the team has also completed additional Scottish Government funded training in Mindfulness and Compassion Focused Therapy to support national training and delivery of these models of intervention within MF2C. CISSO have also been involved in work with the National Trainers Group for the Risk Matrix 2000 (RM2000) and Stable & Acute-2007 (SA07) risk assessment tools around the introduction of new manuals and the use of standardised risk levels.

This has included work with Dr David Thornton on developing supplementary Scottish guidance on the use of RM2000, and CISSO's Team Leader working towards gaining Master Trainer status in the use of the RM2000. CISSO have also supported Scottish Government around integrating use of specialist risk assessment tools within the LS/CMI system.

CISSO saw a year-on-year increase in referrals into the project, up by 22% from 70 in 2023/24 to 86 in 2024/25. The Moving Forwards: Making Changes (MFMC) programme is currently being wound down in anticipation of starting MF2C groups in September 2025.

However, it is anticipated that MFMC will continue to need to be delivered for a further 12-months to allow those who already started the programme to complete. The team continues to deliver an adapted group for men with enhanced learning needs and have already started incorporating new models of intervention from the MF2C programme.

Other group-based programmes delivered include lower-intensity interventions for men whose offending was technology mediated, as well as Survive and Thrive, for men with interpersonal trauma.

This is a psychoeducational intervention, looking at increasing understanding of how past interpersonal trauma can impact on current functioning and practical strategies to help people to manage this impact more effectively.

### Keeping Children Safe

The Community Disclosure Scheme provides that parents, carers and guardians of children under 18 can ask for information about a named person who may have contact with their child if they are concerned that he or she might have convictions for sexual offences against children (e.g. if a parent wants to find out more about a new partner). Police officers discuss the concerns of the applicant in a face-to-face meeting and offer advice and support.

In this reporting year, police in Edinburgh, the Lothians and Scottish Borders received 70 applications under this scheme. Further information can be found at:

[Sex Offender Community Disclosure Scheme Form | Police Scotland](#)

# 4

## Achievements in Developing Practice

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### Training and Promoting MAPPA

During this reporting year, we have held a number of multi-agency training events.

In October 2024 the Risk Management Authority (RMA) delivered two workshops that provided guidance relative to the completion and review of risk management plans for individuals who are subject to an Order for Lifelong Restriction (OLR). The initial workshop was attended by Level 2 Chairs and Panel Members and focussed on their role and responsibilities.

The second workshop was attended by front line staff and team leaders who are either managing or were likely to manage an individual subject of an OLR and focused on the preparation and completion of the RMP.

In November 2024, we facilitated a workshop for Edinburgh SPU and JSW colleagues who chair our Risk Management Case Conference Level 1 process. The workshop focussed on the role of the chair and the development of the multi-agency risk management plan.

In December 2024 at the request of our Strategic Oversight Group, the RMA agreed to undertake a review of the risk management plans of two live Level 2 cases. In February 2025 representatives from the RMA presented written feedback and provided verbal feedback to the MAPPA Operational Group and our Strategic Oversight Group on their findings. The support and feedback provided by the RMA was very welcome and has developed and improved our practice.

In January 2025, we facilitated a 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.

In January 2025, in response to a request from elected members of The City of Edinburgh Council Governance, Risk and Best Value Committee, (GRBV) to better understand the assessment and management of those people assessed as high risk of causing serious harm, the Head of Justice Services and the MAPPA Co-ordinator facilitated a workshop.

In March 2025, Midlothian Justice Service undertook a review of risk assessment practice through undertaking an audit of SAO7. The review was undertaken in collaboration with staff from CISSO. The audit identified the following areas of good practice: assessments completed timeously and in collaboration with colleagues in the Lothian and Borders SPU, effective multi-agency working and information gathered from a robust range of resources.

The audit confirmed staff competence and confidence in the use of the assessment tools with high interrater reliability. Staff in the Justice Service continue to work alongside staff in CISSO, where appropriate to ensure that robust resources and supports are in place for the management of men and women convicted of sexual offending.

During the reporting year, each of our local authority areas undertook 1 Level 2 and 3 Level 1 case files audits to identify learning and improve our practice. This resulted in 16 Level 2 cases, and 32 Level 1 cases being subject of 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.

### **MAPPA High Risk Annual Review Process**

Since the introduction of MAPPA, certain individuals have been assessed by SOLS as presenting a long-term risk of serious harm. These individuals are few in number and all agencies whether active in their management or not, ensure attendance at meetings so they are alert to the risks these individuals present.

The individuals subject to the MAPPA High Risk Annual Review will present levels of risk that warrant continued regular external management and oversight by the Level 2 Panel.

Where an individual remains at Level 2, the reviews will be in accordance with the MAPPA Guidance Level 2 process.

Where an individual is reduced to Level 1, then a yearly automatic review at Level 2 will be implemented to ensure ongoing managerial oversight by the Level 2 Panel. On 31 March 2025, there were 12 individuals who were subject of this local process.

### **Developing the use of remote electronic monitoring equipment**

Due to advance in technology the internet can be accessed through a variety of devices. The monitoring of devices is the responsibility of the 'responsible authority'. Where the Parole Board or Court have granted a condition or requirement to monitor an offender's electronic devices for example within a Community Payback Order or a Sexual Offences Prevention Order, then remote electronic monitoring of their internet enable devices can be considered.

eSafe is a managed monitoring service that tracks the individual's use of their I.T. devices to detect signs of inappropriate and/or criminal behaviour. eSafe is only deployed in cases where it is an agreed strategy of the risk management plan. In all cases, installation and monitoring are undertaken with the knowledge of the individual. Where there is an initial detection of a potential offence or breach of the order then the lead agency will be informed.

If there are concerns relative to imminent or ongoing contact offending or any concerns relative to a suicide risk or serious self-harm, eSafe will notify the police via the 999 system.

Police Scotland and all five local authorities within the Edinburgh, the Lothians and Scottish Borders are developing their use of remote electronic monitoring software.

### **Developing the use of Sexual Offences Prevention Orders (SOPO)**

The SOPO is an order granted by the Court. It places conditions on an individual's behaviour, provides a power of arrest if breached and enhances the police role in managing such individuals. SOPOs could initially only contain prohibitive measures, however, a change in legislation in November 2011 allows for these orders to contain positive obligations as well as prohibitions.

For some individuals, the existence of a SOPO is enough to provide structure to their daily life, through which they may avoid further offending. On 31 March 2025, there were 42 SOPOs in place in our area.



### **Developing the use of Sexual Harm Prevention Orders (SHPO)**

On 31 March 2023 section 10 to 40 of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016 was commenced. This new order has a lower risk threshold and will replace the SOPO, though these remain in force until the order ends.

The threshold for a SOPO is a risk of serious sexual harm whereas the threshold test for a SHPO is a risk of sexual harm. This means they can be applied for in a wider range of circumstances but also prohibit an individual from doing anything described in the order. On 31 March 2025, there were 82 SHPOs in place in our area.

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# Strategic Overview Arrangements

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### **Edinburgh, the Lothians and Scottish Borders – Strategic Oversight Group**

This group is responsible for the overview and co-ordination of the Multi-Agency Public Protection Arrangements, ensuring the sharing of best practice and learning from significant case reviews.

The group also provides a strategic lead for developing local multi-agency policy and strategy in relation to shared priorities regarding the management of offenders.

### **Edinburgh, the Lothians and Scottish Borders – MAPPA Operational Group**

This multi-agency operational group supports the work of the Strategic Oversight Group. Its remit is to share learning, develop best practice and ensure consistency of practice.

### **Local Offender Management/MAPPA Committees**

These local committees monitor the performance and quality of local service delivery; they provide strategic direction to local member agencies; and develop local policy and practice.

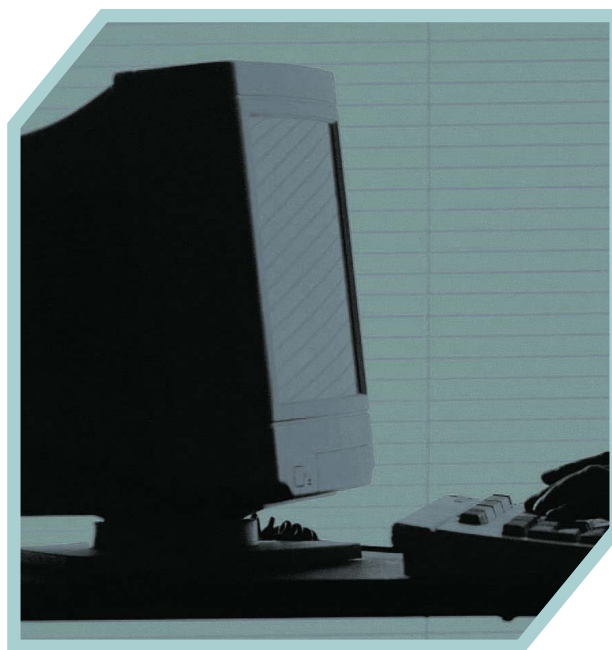
These committees include representatives from all key agencies, a number of whom are also members of the local child and adult protection committees.

This ensures effective communication across public protection. These local committees report to their respective Chief Officer Groups within their local authority area.

### **NHS Lothian Public Protection Action Group (PPAG)**

The main aim of this group is to ensure NHS Lothian discharges its responsibilities for Public Protection including MAPPA.

This group provides a general forum to discuss important practice issues, in addition to developing good practice in relation to the management of high-risk offenders in the health care setting. PPAG reports to the NHS Board through the Healthcare Governance Committee.



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# Statistical Information

Unless stated, the statistics recorded are  
for the reporting period 1 April 2024 to  
31 March 2025

## MAPPA

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Table 1: General

REGISTERED SEX OFFENDERS (RSOs)	No.
a) Number of: I. at liberty and living in the area on 31 March	876
a) Number of: II. per 100,000 population on 31 March	85
b) The number of charges related to breaches of notification requirements between 1 April and 31 March	59

Table 2: Civil Orders applied and granted in relation to registered sex offenders

THE NUMBER OF	No.
a) Sexual Offences Prevention Orders (SOPOs) in force on 31 March	42
b) SOPOs granted by courts between 1 April and 31 March	0
c) Risk of Sexual Harm Orders (RSHOs) in force on 31 March	1
d) Sexual Harm Prevention Orders (SHPOs) in force on 31 March	82
e) SHPOs granted by courts between 1 April and 31 March	45
f) Sexual Risk Orders (SROs) in force on 31 March	0
g) Foreign Travel Orders imposed by the courts between 1 April and 31 March	0
h) Notification Orders imposed by the courts between 1 April and 31 March	4

Table 3: Registered sex offenders by level, re-convictions and notifications

REGISTERED SEX OFFENDERS (RSOs)	No.
a) Number of RSOs managed by MAPPA level as of 31 March:	859
I. MAPPA Level 1	842
II. MAPPA Level 2	17
III. MAPPA Level 3	0
b) Number of Registered Sex Offenders convicted of a further group 1 or 2 crime between 1 April and 31 March:	51
c) Number of RSOs returned to custody for a breach of statutory conditions between 1 April and 31 March (including those returned to custody because of a conviction for a group 1 or 2 crime):	25
d) Number of individuals subject to the SONR indefinite period review process (under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011) between 1 April and 31 March:	40
e) Number of notification continuation orders issued for individuals subject to SONR for an indefinite period (under the terms of the Sexual Offences Act 2003 (Remedial) (Scotland) Order 2011) between 1 April and 31 March:	23
f) Number of RSOs subject to formal disclosure:	7

Table 4: Restricted Patients (RPs)

RESTRICTED PATIENTS (RPs):	No.
1) Number of RPs	
a) The Health Board(s) in your MAPPA region had responsibility for on 31 March 2025	53
b) The Health Board(s) in your MAPPA region had responsibility for during the reporting year (1 April 2024 to 31 March 2025)	58
2) Number within hospital/ community as of 31 March:	13
a) State Hospital	
b) Other hospital in your area:	21
c) Community (conditional discharge)	10
3) Number managed by MAPPA Level as of 31 March	52
1) MAPPA Level 1	
2) MAPPA Level 2	1
3) MAPPA Level 3	0
4) Number of RPs recalled by Scottish Ministers during the reporting year	0

Table 5: Statistical Information – other serious risk of harm offenders

SERIOUS RISK OF HARM OFFENDERS:	No.
a) Number of offenders managed by MAPPA level as of 31 March:	
1) MAPPA Level 2:	0
2) MAPPA Level 3:	0
b) Number of offenders convicted of a further Group 1 or 2 crime:	0
1) MAPPA Level 2:	
2) MAPPA Level 3:	0
c) Number of offenders returned to custody for a breach of statutory conditions (including those returned to custody because of a conviction of Group 1 or 2 crime)	2
d) Number of notifications made to DWP under the terms of the Management of Offenders etc. (Scotland) Act, 2005 (Disclosure of Information) Order 2010 between 1 April and 31 March	0

Table 6: Registered sex offenders managed in the community under statutory conditions and/or notification requirements on 31 March 2025

CONDITIONS	NUMBER	PERCENTAGE %
On statutory supervision	290	33.1%
Subject to notification requirements only	586	66.9%

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