

Glasgow City Integration Joint Board

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Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2024-25

Purpose of Report:	The purpose of this report is to highlight to the IJB the Annual Multi Agency Public Protection Arrangements (MAPPA) report 2024-25.
Background/Engagement:	The Scottish Government requires all Responsible Authorities to fulfil their statutory duties by preparing and publishing an Annual Report.
Governance Route:	<p>The matters contained within this paper have been previously considered by the following group(s) as part of its development.</p> <p>HSCP Senior Management Team <input checked="" type="checkbox"/></p> <p>Council Corporate Management Team <input type="checkbox"/></p> <p>Health Board Corporate Management Team <input type="checkbox"/></p> <p>Council Committee <input type="checkbox"/></p> <p>Update requested by IJB <input checked="" type="checkbox"/></p> <p>Other <input type="checkbox"/></p> <p>Not Applicable <input type="checkbox"/></p>
Recommendations:	<p>The Integration Joint Board is asked to:</p> <p>a) Note the contents of this report.</p>

Relevance to Integration Joint Board Strategic Plan:

The IJB has responsibility for leading the city's MAPPA arrangements. Reference to MAPPA is made in the Justice aspects of the strategic plan.

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Reference to National Health & Wellbeing Outcome(s):	MAPPA and Public Protection arrangements are underpinned by all 9 National Health and Wellbeing Outcomes.
Personnel:	None
Carers:	None
Provider Organisations:	None
Equalities:	None
Fairer Scotland Compliance:	None
Financial:	None
Legal:	Completion of the annual report enables the IJB to meet its requirements under Section 11 (2) of the Management of Offenders (etc) (Scotland) Act 2005.
Economic Impact:	None
Sustainability:	None
Sustainable Procurement and Article 19:	None
Risk Implications:	There are risks to the IJB if the responsibilities for the management of individuals subject to MAPPA are not met.
Implications for Glasgow City Council:	As above there are reputational and legal risks if the IJBs responsibilities are not met.
Implications for NHS Greater Glasgow & Clyde:	As above.
Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required <input checked="" type="checkbox"/>	
2. Glasgow City Council <input type="checkbox"/>	
3. NHS Greater Glasgow & Clyde <input type="checkbox"/>	
4. Glasgow City Council and NHS Greater Glasgow & Clyde <input type="checkbox"/>	

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1. Purpose

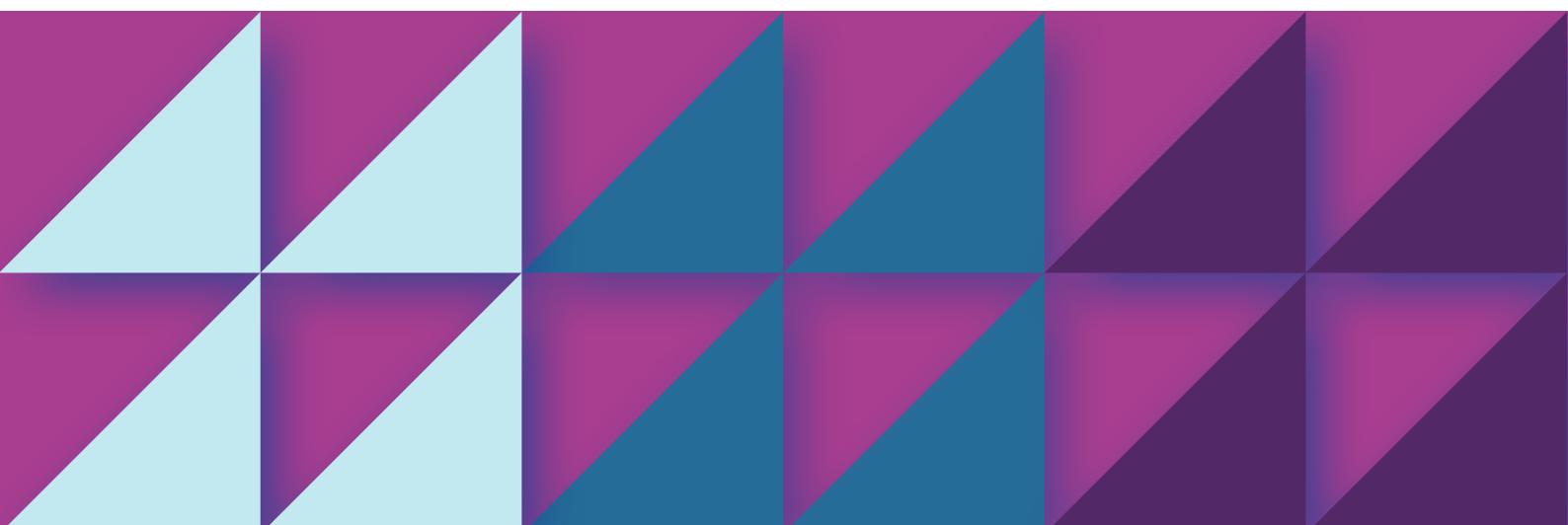
- 1.1. Under Section 11 (2) of the Management of Offenders (etc) (Scotland) Act 2005 each Multi Agency Public Protection Area (MAPPA) must publish an annual report. The publication date for the national and Glasgow MAPPA annual report was 27th November 2025.
- 1.2. This is the sixteenth annual report from Glasgow MAPPA. MAPPA within Glasgow is very well established in assessing and managing the risk posed by registered sex offenders, restricted patients, and other offenders who pose a risk of serious harm. The MAPPA Annual report 2024-25, lays out the operational and governance arrangements in relation to MAPPA within Glasgow, which are well established.

2. Background

- 2.1. Performance within MAPPA Glasgow continues to be reviewed at the MAPPA Operational Group (MOG) and the Strategic Oversight Group (SOG). The annual report highlights that Glasgow has met all 8 [National Performance Indicators \(NPIs\)](#).
- 2.2. Of note, there was an increase from 987 in the MAPPA Annual Report (2023-2024) to 1098 for Category 1 offenders. Police – led cases increased from 739 to 839. In comparison, Social Work – led Category 1 cases increased from 248 to 259. The number of Category 3 by the end of the reporting period reduced from 7 to 2.
- 2.3. Within Glasgow during the reporting period 2024 to 2025, there were 7 instances which resulted in an Initial Notification Report (INR) to the SOG. The SOG concluded in all cases that no further review was required. This was because risk management processes were in place.

3. Recommendations

- 3.1. The Integration Joint Board is asked to:
 - a) Note the contents of this report.



MAPPA ANNUAL REPORT **2024 – 2025**



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Stock images used throughout, posed by models.

Foreword

This is the sixteenth Glasgow MAPPA Annual Report (Multi Agency Public Protection Arrangements). Within Glasgow, MAPPA is well established in managing risks posed by sexual offenders, restricted patients and other risk of serious harm offenders subject to MAPPA oversight. Coordinated efforts by all agencies involved in MAPPA have ensured public protection via coordinated efforts and strategic planning.

MAPPA is subject to rigorous review on both a local and national level. Liaison between Scottish Government and Chairs of Strategic Oversight Group (SOG) are pivotal to these discussions. Development and evaluation of strategic plans and discussion of practice issues at local and national forums ensure that MAPPA arrangements are as robust as possible.

Within Glasgow, SOG is central to ensuring that MAPPA operates within agreed standards including joint working between Duty to Cooperate and Responsible Authorities ensuring that effective mitigation of risks posed by individuals subject to MAPPA is undertaken in conjunction with assessing and adjusting practice to ensure adherence to guidance. Inter-agency cooperation is a cornerstone of SOG efforts enhancing both risk management and public protection.

Glasgow MAPPA continues to evidence resolute commitment to public safety. Inter-agency working between relevant authorities and the strategic oversight provided by SOG has been central in managing risks posed by individuals subject to MAPPA. I would like to thank all key partners who have contributed to the commitment of public protection in managing offenders effectively.

Lynsey Smith
Chair of the Glasgow Strategic Oversight Group



What is MAPPA in Glasgow?

Introduced in 2007, under the Management of Offenders Act 2005, section 10 and 11, MAPPA is a set of statutory arrangements, delivered under National Guidance¹. The aim of MAPPA is to protect the public by managing and reducing the risk of serious harm posed by 3 categories of offenders:

- **Category 1** - Registered Sex Offenders
- **Category** - Mentally Disordered Restricted Patients
- **Category 3** - Other Risk of Serious Harm Offenders: individuals who as a result of their conviction are subject to supervision, order, or licence.

The responsible authorities outlined within the National Guidance are:

- Glasgow City Council
- Police Scotland (G Division)
- Scottish Prison Service
- Greater Glasgow and Clyde NHS in respect of Restricted Patients only

The Duty to Cooperate (DTC) outlined within the National Guidance include:

- Greater Glasgow and Clyde NHS for category 1 and 2 offenders.
- Department of Work and Pensions
- Registered Social Landlords
- Scottish Children's Reporter Administration
- Any person / organisation providing services to or on behalf of a responsible authority.

As set out in the National Guidance, to support risk assessment and management of offenders' subject to MAPPA, DTC agencies are required to provide, accept and share information.



How does the Multi Agency Public Protection Arrangements Work?

Individuals subject to MAPPA are risk assessed to understand the risk that they pose which informs the development of a multi-agency risk management plan. The risk management plan outlines strategies designed to manage the risk posed by the individual. The plans are evaluated within MAPPA meetings to ensure that they are effectively managing the risk of serious harm posed by the offender.

If an individual subject to MAPPA is assessed as presenting a high risk of serious harm to the public, they are subject to supervision, monitoring, victim safety planning, and treatment and/or intervention if deemed appropriate to reduce the risk. Restrictions can include, living in approved accommodation, restrictions on the people that they can have contact and/or the locations that they can go to. The reduction of risk is not solely focused on restrictions, it also involves providing the individuals who have committed offences with resources to support them in changing their behaviour which can include access to health services, housing, addiction support, and/or offence focused work. Offenders subject to MAPPA require to report to the Police or their Supervising Officer.



¹Scottish Government Multi- Agency Public Protection Arrangements (MAPPA) national Guidance 2022



Governance of MAPPA in Glasgow

MAPPA is overseen by the Strategic Oversight Group (SOG) in Glasgow and is chaired by Glasgow City HSCP Head of Justice Services, Public Protection & Health and Social Care Connect.. The SOG also includes senior representatives from the responsible authorities and oversees performance and strategic planning of MAPPA. The MAPPA business plan is reviewed annually and endorsed by the SOG.

The MAPPA Operational Group (MOG) meet every 6 weeks with representation at an appropriate level from the responsible authorities.

The NASSO (National Accommodation for Sex Offenders Group) meet quarterly to manage the complexities in relation to housing individuals subject to sex offender registration.

Who is subject to MAPPA?

There 3 categories of offenders that are subject to MAPPA:

- **Category 1:** Registered Sexual Offenders, who are required to notify under the Sexual Offences Act 2003.
- **Restricted Patients** under Mental Health Legislation, who are detained in hospital following: conviction under section 57A and 59 of the Criminal Procedure (Scotland) Act 1995; due to a compulsion order with restriction order following a finding of unfitness for trial or acquittal by reason of mental disorder; prisoners detained in hospital on a hospital direction or a transferred prisoner on a transfer for treatment direction.
- **Category 3:** Other Risk of Serious Harm Offenders, introduced on 31st of March 2016, this category may include offenders that have been convicted of an offence and, as a result of that conviction, are subject to supervision in the community by any order, enactment or licence, have been assessed as posing a high or very high risk of serious harm - individuals who have been assessed as requiring active multi-agency management at Level 2 or 3.

There are 3 different levels of MAPPA meetings:

- **Level 1 Routine Risk management:** Most of the cases within Glasgow are subject to Level 1, routine management arrangements are applied, which are applied with the agency or the agency with the supervisory responsibility. This may be Police Scotland and Community Justice Social Work, or Police Scotland alone. In relation to Restricted Patients, NHS are the lead authority. Level 1 risk management is not applied to Category 3 offenders. MAPPA review meetings are held for individuals subject to Level 1 routine risk management.
- **Level 2 Multi Agency Risk Management:** The process of Level 2 management is implemented where the risk management plan requires the involvement of multiple agencies to reduce the risk of serious harm posed by an offender. Level 2 management can be applied to all 3 categories of offenders subject to MAPPA. Cases that are identified as complex and are resource intensive may also be subject to Level 2 management. Regular MAPPA review meetings are held for individuals subject to Level 2 management. During the meetings a multi-agency risk management plan is developed and subject to on-going evaluation to ensure that it is robust in managing the risk of serious harm posed by the individual.
- **Level 3 Multi Agency Public Protection Panel:** There are some cases which are referred to as the critical few, where the risk of serious harm they present is such a high level and/ or the level of resources required to manage the risk of serious harm is significantly higher than what would routinely be applied that it requires senior representatives to attend to endorse strategies required to manage the risk posed.



Significant Case Review Activity

Responsible Authorities have a specific duty to report any incident which comes under the Initial Notification guidance for an who is subject to MAPPA arrangements:

- Charged with an offence which resulted in the death of or serious harm to another person
- Significant concern has been raised about the professional, and or service involvement in relation to the management of an individual under MAPPA at any level
- Where it appears that a Category 1 or Category 3 offender being managed under MAPPA has died or been subject to serious harm as a direct result of his/her status as a Category 1 or Category 3 offender
- Where an offender currently being managed under MAPPA has died or been subject to serious harm in circumstances likely to generate significant public concern
- Where an offender currently being managed under MAPPA has died or been subject to serious harm in circumstances likely to generate significant public concern.

The purpose of the review is to ensure that the policies and actions employed to manage the risk presented were robust. If it is identified that these could have been improved action plans are taken forward to do this.

Within Glasgow during the reporting period 1 April 2024 to 31 March 2025, there were 7 instances which resulted in an Initial Notification Report being submitted to the SOG. In all cases, the SOG concluded that no further review was required as risk management processes were in place.



Performance in Comparison to National Targets

The MAPPA Operational Group (MOG) and the Strategic Oversight Group (SOG) continue to review National Performance Indicators (NPIs). Within the reporting period 1 April 2024 to 31 March 2025 MAPPA Glasgow has met all NPIs as illustrated in the below table.

National Performance Indicators	Outcome
95% of Level 3 cases to be reviewed no less than once every 6 weeks.	Glasgow achieved 100% during the reporting period.
95% of Level 2 cases to be reviewed no less than once every 12 weeks.	Glasgow achieved 96% during the reporting period.
90% attendance by Duty to Co-operate (DTC) agency at an appropriate level of seniority when invited to Level 2 and 3 meetings.	Appropriate attendance by DTC (100%).
90% attendance by Police and Social Work at an agreed level of seniority at Level 2 and 3 meetings including Risk Management Team Meetings in custody.	Glasgow achieved 100% during the reporting period for Level 2 and 3 meetings. Data in relation to RMT attendance is not being collated.
100% written contributions for Responsible Authorities and DTCs in cases of non-attendance.	Glasgow achieved 100% during the reporting period.
100% of MAPPP initial Level 3 meetings for cases in custody to take place 4 weeks prior to liberation.	Glasgow achieved 100% during the reporting period.
90% of Level 2 and 3 minutes to be complete and released within 10 working days.	Glasgow achieved 98% during the reporting period.
Disclosure to be considered and recorded in the minutes at 100% in Level 2 and 3 meetings.	Glasgow achieved 100% during this period.

Glasgow MAPPA Statistical Data

Registered Sex offenders (RSOs)	Number
Number of Registered Sex Offenders	1098
At liberty and living in your area on 31st March 2025	774
Number of RSOs returned to custody for a breach of statutory conditions between 1 April 2024 to 31 March 2025 (including those returned to custody because of a conviction).	9
Number of RSO subject to formal disclosure between 1 April 2024 and 31 March 2025	0

Number of RSOs managed by MAPPA Category as at 31 March 2025	In Custody	At Liberty	Total
Level 1 Routine Risk Management	297	766	1063
Level 2 Multi Agency Risk Management	24	8	32
Level 3 MAPPA	3	0	3

Managed under Statutory Supervision and/or Notification requirements on 31 March 2025	Number	%
RSOs on Statutory Supervision	259	23.50
RSOs Subject to Notification Only	839	76.41
Total	1098	100.00

Civil Orders applied for and granted in relation to RSOs	Number
Sexual Offences Prevention Orders (SOPO) in force on 31 March 2025	20
Sexual Offences Prevention Orders (SOPO) imposed by the court between 1 April 2024 and 31 March 2025	1
Risk of Sexual Harm Orders in force on 31 March 2025.	0
Sexual Harm Prevention Orders (SHPOs) in force on the 31 March 2025	40
SHPOs granted by courts between 1 April 2024 and 31 March 2025	17
Sexual Risk Orders (SROs) in force on 31 March 2025	0
Number of Foreign Travel Orders imposed by court between 1 April 2024 and 31 March 2025	0

Delineation of RSOs by Gender on 31/03/24	Total	%
Male	1086	98.91%
Female	12	1.09
Total	1098	100.00

Delineation of RSOs by Age on 31 March 2025	Number	%
18 to 21	26	2.37
22 to 25	66	6.01
26 to 30	96	8.74
31 to 40	294	26.78
41 to 50	235	21.40
51 to 60	179	16.30
61 to 70	142	12.93
Older than 70	0	5.46
Total	1098	100.00

Delineation of RSO's by ethnicity on 31 March 2025		
Ethnic Origin	Number	%
White Scottish	644	58.65
Other British	69	6.28
Irish	3	0.27
Polish	6	0.55
Other white ethnic group	13	1.18
Mixed or multiple ethnic group	2	0.18
Pakistani, Pakistani Scottish or Pakistani British	33	3.01
Indian, Indian Scottish or Indian British	14	1.28
Chinese, Chinese Scottish or Chinese British	2	0.18
Asian, Bangladeshi, Bangladeshi Scottish, or Bangladeshi British	3	0.27
Other Asian	12	1.08
African, African Scottish or African British	29	2.64
Other African	16	1.46
Caribbean, Caribbean Scottish or Caribbean British	3	0.27
Black, Black Scottish or Black British	2	0.18
Arab, Arab Scottish or Arab British	18	1.64
Other ethnic group	14	1.28
Not Known	12	1.09
Data Not Held	202	18.40
Subject does not understand	1	0.09
Total	1098	100.00

Other Risk of Serious Harm Offenders (OROSHO's)	Number
Number of offenders managed by MAPPA level on 31 March 2025	
1) MAPPA Level 2	2
2) MAPPA Level 3	0
Number of offenders convicted of a further group 1 or 2 Crime	
1) MAPPA Level 2	0
2) MAPPA level 3	0
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).	1
Number of notifications made to Job Centre Plus under Management of Offenders Act 2005	2

Number of Restricted Patients	Number
The Health Board(s) in your MAPPA region had responsibility for on 31 March 2025 ²	74 (37)
The Health Board(s) in your MAPPA region had responsibility for during the reporting year (1 April 2024 to 31 March 2025)	91 (44)
Number within hospital/community on 31 March 2025	
State Hospital	11
Other hospital in your area ³	9
Community (conditional discharge)	25
Number managed by MAPPA level on 31 March 2025:	
MAPPA Level 1	74
MAPPA Level 2	0
MAPPA Level 3	0
Number of Restricted Patients recalled by Scottish Ministers during the reporting year	2

²Numbers in brackets are Restricted Patients who Glasgow are not the responsible local authority.

³This number relates to Glasgow restricted patients currently located within other local authority areas.

Glossary

Number of Restricted Patients	Number
DTC	Duty to cooperate. The DTC person or bodies in Scotland are listed within the Management of Offenders Act 2005.
INR	Initial Notification Report which is part of the MAPPA Significant Case Review Process.
MAPPA	Multi Agency Public Protection Arrangements
RSO	Registered Sexual Offenders: required to notify the Police of their name, address and personal details and notify any changes subsequently.
RSHO	Risk of Sexual Harm Order: places restrictions and obligations on a person who is behaving in such a way which suggests they pose a risk to a child or children generally. The person's behaviour need not constitute a criminal offence and they need not have any previous convictions. If the person fails to comply with the requirements of the Order, they can be returned to court, which can result in a custodial sentence of up to 5 years imprisonment.
SCR	Significant Case Review
SHPO	Sexual Harm Prevention Order: A statutory Order which can be imposed by the court on any individual who poses a risk of harm to the public in the United Kingdom and / or children or vulnerable adults abroad, including on individuals without a relevant conviction.
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 sex offender.

