

Prevention of Domestic Abuse (Scotland) Bill

Financial Memorandum

Introduction

1. As required under Rule 9.3.2 of the Parliament's Standing Orders, this Financial Memorandum is published to accompany the Prevention of Domestic Abuse (Scotland) Bill, introduced in the Scottish Parliament on 7 May 2025. It has been prepared by the Parliament's Non-Government Bills Unit on behalf of Pam Gosal MSP ("the Member").
2. The following other accompanying documents are published separately:
 - Explanatory Notes (SP Bill 67–EN);
 - a Policy Memorandum (SP Bill 67–PM);
 - a Delegated Powers Memorandum (SP Bill 67–DPM);
 - statements on legislative competence made by the Presiding Officer and the Member in Charge of the Bill (SP Bill 67–LC).

Background

Provisions of the Bill

3. The Prevention of Domestic Abuse (Scotland) Bill (the Bill) aims to reduce the incidences of domestic abuse (including reducing levels of re-offending), through a series of measures including preventative measures, rehabilitation measures, increasing data to inform work to reduce domestic abuse, long-term monitoring of those convicted of domestic abuse offences and education measures. In summary the Bill makes provision for:
 - The introduction of notification requirements for domestic abuse offenders, similar to those for sex offenders, to ensure they can be effectively monitored and subject to monitoring and management through the existing multi-agency public protection arrangements (MAPPA) under

the Management of Offenders etc. (Scotland) Act 2005¹ (Part 1 of the Bill);

- An increased focus and consideration to be given to the suitability of rehabilitation measures for domestic abuse offenders at various stages in their journey through the criminal justice system: prior to sentencing, while in custody and prior to release (Part 2 of the Bill);
- The introduction of collection of data on the victims of domestic abuse offences by Police Scotland, the Crown Office and Procurator Fiscal Service (COPFS) and charities and the production and publication of an annual report to the Scottish Parliament by the Scottish Ministers to enable scrutiny of the data collected (Part 3 of the Bill); and
- The establishment of duties on the Scottish Ministers and education authorities around the promotion, facilitation and support of domestic abuse education in schools including related guidance, standards and reporting (Part 4 of the Bill).

Part 1 of the Bill: Notification requirements for domestic abuse offenders

4. The Bill provides that most serious domestic abuse offenders will be subject to notification requirements to ensure they can be effectively monitored and subject to management through the existing MAPPA.

5. A person is subject to the notification requirements under Part 1 of the Bill if they have been convicted on indictment of an offence involving domestic abuse and in respect of that conviction:

- (a) a sentence of imprisonment for a period of 12 months or more was imposed and the person has been released from imprisonment, or
- (b) the person is subject to a community payback order imposed under section 227A of the Criminal Procedure (Scotland) Act 1995 imposing an offender supervision requirement (within the meaning given by section 227G(1) of that Act) whether alone or along with any other requirement.

6. In this Part, an offence involving domestic abuse means:

- (a) an offence under section 1(1) (abusive behaviour towards partner or ex-partner) of the Domestic Abuse (Scotland) Act 2018,
- (b) an offence under section 17 (breach of domestic abuse protection order) of the Domestic Abuse (Protection) (Scotland) Act 2021,

¹ Management of Offenders (Scotland) Act 2005. Retrieved from: <https://www.legislation.gov.uk/asp/2005/14/contents>

- (c) any other offence where the offence is aggravated as described in section 1(1)(a) (aggravation where abuse of partner or ex-partner) of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016.

Data on domestic abuse offences in Scotland

7. According to the Domestic Abuse in Scotland statistics for 2023-24,² the police recorded 63,867 incidents of domestic abuse in 2023-24, an increase of 3% compared to the previous year. In 2023-24, 38% of domestic abuse incidents recorded by the police in Scotland included the recording of at least one crime or offence. The type of crime or offence that was most frequently recorded as part of a domestic abuse incident in 2023-24 was common assault, accounting for 31% of all crimes and offences recorded. This was followed by crimes against public justice and threatening and abusive behaviour, each accounting for 20% of crimes and offences.
8. Crimes recorded under the Domestic Abuse (Scotland) Act 2018³ accounted for 5% of crimes and offences recorded as part of a domestic abuse incident in 2023-24. Just over four-in-five (81%) incidents of domestic abuse in 2023-24 involved a female victim and a male suspected perpetrator. This was the same as in 2021-22 and 2022-23. More than half of these incidents in 2023-2024 (over 32,000) were committed by people who already had a history of domestic abuse.
9. Over the last decade the number of domestic abuse incidents has steadily risen, while the rate of domestic abuse incidents recorded by the police per 10,000 population has increased.⁴
10. The most recent release of statistics on criminal proceedings⁵ shows that in 2022-23, 763 people were convicted with a main charge under the Domestic Abuse (Scotland) Act 2018. This is an increase of 11% from 2021-22 (690 people). In 2022-23, out of 763 people, 112 received a custodial sentence and 444 a community payback order. Out of 112 people who received a custodial sentence, 67 (60%) were sentenced for over a year.

² Scottish Government. (2024, November 19). Domestic abuse: statistics recorded by the police in Scotland, 2023 to 2024. Retrieved from: <https://www.gov.scot/publications/domestic-abuse-statistics-recorded-police-scotland-2023-24/documents/>

³ Scottish Government. (2024, November 19). Domestic abuse: statistics recorded by the police in Scotland, 2023 to 2024. Retrieved from: <https://www.gov.scot/publications/domestic-abuse-statistics-recorded-police-scotland-2023-24/documents/>

⁴ Scottish Government. (2024, November 19). Domestic abuse: statistics recorded by the police in Scotland, 2023 to 2024. Retrieved from: <https://www.gov.scot/publications/domestic-abuse-statistics-recorded-police-scotland-2023-24/documents/>

⁵ Scottish Government. (2024, December 17). Criminal Proceedings in Scotland, 2022-23. Retrieved from: <https://www.gov.scot/publications/criminal-proceedings-scotland-2022-23/documents/>

11. According to the [written answer](#) to a parliamentary question on 14 March 2025,⁶ the Scottish Government stated that “the Criminal Proceedings in Scotland, 2022-2023 data set⁷ shows that 7,807 people were convicted of aggravated offences under section 1(1)(a) of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016 in 2022-2023. Of those convicted, 251 were given prison sentences of 12 months or longer and, of those convicted, 2,407 were given community payback orders. The remaining 5,149, are made up of other disposals which may include: fines, short-term prison sentences (under 12 months) and admonishments.”

12. The number of people convicted of aggravated offences under section 1(1)(a) of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016 in 2022-2023 has remained stable since 2021-22 (7,801). The most common crime types with a statutory domestic abuse aggravation are threatening and abusive behaviour, crimes against public justice and common assault.

13. The Domestic Abuse (Protection) (Scotland) Act 2021 is not yet in force. Therefore, it is not possible to estimate the number of domestic abuse offenders convicted in respect of an offence under section 17 (breach of domestic abuse order) of the Domestic Abuse (protection) (Scotland) Act 2021.

Data on offenders currently subject to management through the existing multi-agency public protection arrangements (MAPPA) in Scotland

14. The Multi-Agency Public Protection Arrangements (MAPPA) in Scotland: national overview report 2023-24⁸ provides data on the numbers of Registered Sex Offenders (RSOs) extracted from the ViSOR (Violent and Sex Offender Register) database⁹ on 31 March of each year. The table below provides high-level figures:

⁶ Scottish Parliament. (2025, March 14). Written answer to parliamentary question S6W-35695. Retrieved from: <https://www.parliament.scot/chamber-and-committees/questions-and-answers/question?ref=S6W-35695>

⁷ Scottish Government. (2024, December 17). Criminal Proceedings in Scotland, 2022-23. Retrieved from: <https://www.gov.scot/publications/criminal-proceedings-scotland-2022-23/documents/>

⁸ Scottish Government. (2024, November 28). Multi-Agency Public Protection Arrangements (MAPPA) in Scotland: national overview report 2023-24. Retrieved from: <https://www.gov.scot/publications/multi-agency-public-protection-arrangements-mappa-scotland-national-overview-report-2023-24/documents/>

⁹ ViSOR (The Violent and Sex Offender Database) is one of the systems used by MAPPA partners to facilitate the secure exchange and storage of information in accordance with this guidance and under the duty to co-operate, both of which are underpinned by section 10 of the Management of Offenders etc. (Scotland) Act 2005 (the 2005 Act). Source: <https://www.gov.scot/publications/scottish-government-multi-agency-public-protection-arrangements-mappa-national-guidance/pages/18/>

Table 1 – Number of Registered Sex Offenders on the ViSOR database in Scotland

Category	2023	2024
RSOs managed in custody and in the community on 31 March	6,420	6,878
RSOs managed in the community on 31 March	4,747	4,948
RSOs reported for breaches of notification	465	390
RSOs wanted	13	12
RSOs missing	0	1

15. It is worth noting that, for individuals who have been convicted on indictment of a domestic abuse offence (as defined in section 1(2) of the Bill), the following will currently fall within section 10 and thus be referred to MAPPA:

- Where the offence infers personal violence and the individual is subject to a community payback order imposing a supervision requirement.
- Where the offence infers personal violence and by reason of that conviction the offender is required on release to be subject to supervision in the community by any enactment, order or licence.
- Individuals who are assessed by the Responsible Authorities as posing a risk of serious harm to the public at large.

16. Therefore, those offenders that will be added to the remit of section 10 and thus automatically referred to MAPPA are:

- Individuals convicted on indictment of a domestic abuse offence under section 1(2) of the Bill and subject to a community payback order or other supervision requirement on release, for behaviour that did not amount to an offence inferring personal violence.
- Individuals convicted on indictment, and sentenced to over 12 months imprisonment for a domestic abuse offence as defined in section 1(2) of the Bill and not assessed as causing serious harm to the public at large.

Costs on the Scottish Administration

17. The main cost for the Scottish Administration resulting from the provisions in Part 1 of the Bill will be associated with expanding the existing multi-agency public protection arrangements (MAPPA) to include serious domestic abuse offenders as

specified in this Part of the Bill. Relevant data has been analysed in order to seek to estimate the number of additional offenders that will be subject to MAPPA under Part 1 of the Bill.

18. MAPPA in Scotland is based on the systems in place in England and Wales, with a few minor differences. The most noticeable of these is that in England and Wales the Responsible Authority is made up of the Probation Service, the Police Service and HM Prison Services, whereas in Scotland it is made up of the Police Service, Social Work Scotland, Scottish Prison Service and NHS Scotland.¹⁰

19. It is difficult to obtain full costs of MAPPA in Scotland due to the number of partner agencies and other bodies, including third sector organisations involved in supporting MAPPA. The ‘Multi-Agency Public Protection Arrangements (MAPPA) in Scotland: national overview report 2023-24’¹¹ doesn’t provide any information on costs. According to the [written answer](#) to a parliamentary question on 14 March 2025,¹² the Scottish Government stated “it does not centrally hold information on the cost, per offender, of multi-agency public protection arrangements (MAPPA). The Scottish Government funds a number of organisations including Police Scotland, local authorities, NHS Boards and the Scottish Prison Service. The published Scottish Budget for 2022-23¹³ sets out the funding levels of those organisations. It is for each organisation to determine how they allocate their funding to deliver their broad responsibilities, recognising that in terms of wider public protection, including MAPPA, those responsibilities may be more intensive for managing some individuals than for others.”

20. Additionally, according to the [written answer](#) to a parliamentary question on 14 March 2025,¹⁴ the Scottish Government stated “it does not centrally hold information on the average cost per member of staff to support multi-agency public protection arrangements (MAPPA) in each relevant public body, including Police Scotland, the Scottish Prison Service, NHS boards and local authorities. The staffing levels involved for supporting work on MAPPA are a matter for each of the Responsible Authorities.”

¹⁰ Nacro services. Advice for people under MAPPA. MAPPA in Scotland. Retrieved from: <https://www.nacro.org.uk/nacro-services/criminal-record-support/advice-for-individuals/sex-offences-shpo-mappa/advice-for-people-under-mappa/>

¹¹ Scottish Government. (2024, November 28). Multi-Agency Public Protection Arrangements (MAPPA) in Scotland: national overview report 2023-24. Retrieved from: <https://www.gov.scot/publications/multi-agency-public-protection-arrangements-mappa-scotland-national-overview-report-2023-24/documents/>

¹² Scottish Parliament. (2025, March 14). Written answer to parliamentary question S6W-35696. Retrieved from: <https://www.parliament.scot/chamber-and-committees/questions-and-answers/question?ref=S6W-35696>

¹³ Scottish Government. (2021, December 9). Scottish Budget 2022 to 2023. Retrieved from: <https://www.gov.scot/publications/scottish-budget-2022-23/>

¹⁴ Scottish Parliament. (2025, March 14). Written answer to parliamentary question S6W-35697. Retrieved from: <https://www.parliament.scot/chamber-and-committees/questions-and-answers/question?ref=S6W-35697>

21. In order to estimate the cost of including serious domestic abuse offenders in the MAPPA, the Member used the estimated cost of existing MAPPA arrangements to provide information about the likely cost of extending these arrangements to some domestic abuse offenders. Due to the unavailability of the MAPPA costs, the approach adopted in an academic study for England and Wales has been used to estimate a range of potential MAPPA costs in Scotland and the financial implications of the Bill.

22. In September 2024, researchers from the University of Essex published a report¹⁵ looking at the financial implications of the proposal to expand existing criminal justice processes that are used for managing the risk posed by registered sex offenders, to manage the risk posed by serious and serial domestic abuse and stalking offenders in England and Wales. As part of the study, it was estimated that managing serial perpetrators of stalking and domestic abuse under MAPPA would cost between £8.6m and £11.2m in the first year. These costs are estimated staffing costs to meet offender management and victim contact needs of the proposed expanded register in the first year.

Table 2 – Estimated staffing costs to meet offender management and victim contact needs of proposed register in the first year in England and Wales (from the Essex study, p. 42).

Staffing costs	Conservative estimates	Generous estimates
Staff costs for Offender Managers/Probation Officers	£5,233,103	£7,114,675
Staff costs for Victim Liaison Officers	£3,406,850	£4,137,925
Total	£8,639,953	£11,252,600

23. The above estimates do not include costs to the justice system of prosecuting breaches of notification requirements, costs to the prison system of sentences imposed in response to breaches, or costs to other agencies of collaborative intervention.

24. The researchers highlight that staff costs are relatively easier and more reliably estimated than costs to the public purse in the form of crime prevention. A register would incur staff costs for probation and police, though the distribution of workload between these professionals is difficult to estimate. The estimates provide

¹⁵ University of Essex. (2024, September). A Register for Domestic Abuse and Stalking Offenders in England and Wales? A Report to Inform Policy and Practice. Retrieved from: <https://www.essex.ac.uk/news/2024/09/26/domestic-abuse-and-stalker-register-will-do-little-for-victims>

a useful indication of the minimal immediate costs in terms of offender managers and victim liaison officers associated with the new cohort a register would generate. For their estimates, the researchers used the 2021 guidance for the Probation Service which states that 50 – 60 cases¹⁶ per officer is the maximum number that can be managed well. The estimated new cohort of registrants in year 1 was 6,869 (this includes both domestic abuse offenders and stalking offenders receiving a custodial sentence). The researchers then used the lowest and the highest salaries of probation officers/offender managers and victim liaison officers to calculate the total cost in year 1, as shown in the table above.

25. The Essex study is provided here to illustrate the approach adopted to estimate the staff costs to meet offender management needs under MAPPA in the first year in Scotland for the Bill.

26. For Scotland, it is not possible to fully estimate a new cohort that will be subject to the notification requirements due to the fact that the Domestic Abuse (Protection) (Scotland) Act 2021 is not yet in force. The Financial Memorandum of the Domestic Abuse (Protection) Act 2021 doesn't provide the data required for the purposes of this Bill. Therefore, the number of potential domestic abuse offenders under section 17 (breach of domestic abuse protection order) is unknown.

27. It is possible to estimate the number of offenders under section 1(1) (abusive behaviour towards partner or ex-partner) of the Domestic Abuse (Scotland) Act 2018. Based on the statistics provided above, in 2022-23 out of 763 people convicted with a main charge under the Domestic Abuse (Scotland) Act 2018, 112 received a custodial sentence and 444 a community payback order. Out of 112 people who received a custodial sentence, 67 were sentenced for over a year. Therefore, based on the 2022-23 statistics, 511 offenders convicted with a main charge under the Domestic Abuse (Scotland) Act 2018 would be subject to the notification requirements as set out in the Bill (i.e. offenders who were convicted and received a sentence of imprisonment for a period of 12 months or more or received a community payback order).

28. It is also possible to estimate the number of offenders who committed any other offence where the offence is aggravated as described in section 1(1)(a) (aggravation where abuse of partner or ex-partner) of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016. According to the [written answer](#) to a parliamentary question on 14 March 2025,¹⁷ the Scottish Government stated that “the Criminal Proceedings in Scotland, 2022-2023 data set¹⁸ shows that 7,807

¹⁶ The University of Essex report notes that the number would be lower for high-risk offenders. Source: University of Essex. (2024, September). A Register for Domestic Abuse and Stalking Offenders in England and Wales? A Report to Inform Policy and Practice. Retrieved from: <https://www.essex.ac.uk/news/2024/09/26/domestic-abuse-and-stalker-register-will-do-little-for-victims>

¹⁷ Scottish Parliament. (2025, March 14). Written answer to parliamentary question S6W-35695. Retrieved from: <https://www.parliament.scot/chamber-and-committees/questions-and-answers/question?ref=S6W-35695>

¹⁸ Scottish Government. (2024, December 17). Criminal Proceedings in Scotland, 2022-23. Retrieved from: <https://www.gov.scot/publications/criminal-proceedings-scotland-2022-23/documents/>

people were convicted of aggravated offences under section 1(1)(a) of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016 in 2022-2023. Of those convicted, 251 were given prison sentences of 12 months or longer and, of those convicted, 2,407 were given community payback orders.” Therefore, based on the 2022-23 statistics, 2,658 offenders convicted of aggravated offences under section 1(1)(a) of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016 would be subject to the notification requirements as set out in the Bill.

29. Overall, using offenders convicted under existing legislation as a guide, the estimated cohort of domestic abuse offenders that would be subject to the notification requirements under the Bill is 3,169. This includes: the number of people sentenced for over a year (67) and given a community payback order (444) under the Domestic Abuse (Scotland) Act 2018, the number of people sentenced for over a year (251) and given community payback orders (2,407) under section 1(1)(a) of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016. This doesn’t include the number of potential domestic abuse offenders convicted on indictment and given a sentence of imprisonment for a period of 12 months or more for breaching the domestic abuse protection order under section 17 of the Domestic Abuse (Protection) (Scotland) Act 2021 as it isn’t yet in force.

30. It is also important to highlight that any estimate of a new cohort could include offenders that are already subject to MAPPA notification requirements. The estimated cost for the Bill provides for the estimated number of domestic abuse offenders in paragraph 29 (3,169)

31. Using the approach adopted in the Essex study to estimate the staffing cost to meet offender management in the first year per 3,169 domestic abuse offenders, it is assumed that the following staff¹⁹ are involved in the management of offenders under MAPPA in Scotland (the staff costs include pension and national insurance contributions):

¹⁹ The NHS staff cost was not included in the total MAPPA staff estimate as it is assumed that the NHS staff cost is mainly associated with Restricted Patients (patients subject to a compulsion order with restriction order, a hospital direction or a transfer for treatment direction; that is patients who are subject to special restrictions under the Mental Health (Care and Treatment) (Scotland) Act 2003. All such patients are subject to MAPPA). More information in: Scottish Government Multi-Agency Public Protection Arrangements (MAPPA) National Guidance. Retrieved from: <https://www.gov.scot/binaries/content/documents/govscot/publications/advice-and-guidance/2022/03/scottish-government-multi-agency-public-protection-arrangements-mappa-national-guidance/documents/scottish-government-multi-agency-public-protection-arrangements-mappa-national-guidance/scottish-government-multi-agency-public-protection-arrangements-mappa-national-guidance/govscot%3Adocument/scottish-government-multi-agency-public-protection-arrangements-mappa-national-guidance.pdf>

Table 3 – Estimated staff costs to meet offender management needs under MAPPA in the first year in Scotland

Responsible Authority	Staff Member and the Minimum and Maximum Salary ²⁰	Domestic abuse offender cases per worker	Conservative and generous estimates of staff costs for year one per 3,169 offenders
Police Service	Police Officer £45,419 ²¹ - £73,390 ²² per year ²³	50-60 ²⁴	Conservative estimate: ²⁵ £2,398,880 Generous estimate: ²⁶ £4,651,458
Social Work Scotland	Social Worker (Criminal Justice) £54,713 ²⁷ - £61,141 ²⁸ per year ²⁹	50-60 ³⁰	Conservative estimate: £2,889,758 Generous estimate: £3,875,117
Scottish Prison Service	Prison Social Worker £47,787 ³¹ - £58,111 ³² per year ³³	50-60 ³⁴	Conservative estimate: £2,523,950 Generous estimate: £3,683,075

²⁰ Employers' pension contributions and national insurance contributions have been added to the relevant salary brackets. NI: [Employers NI calculator and guide 2025/26](#), Police & NHS pension: [Updated employer contribution rates for police, NHS and teacher schemes | SPPA](#), Social worker (criminal justice & prison) pension: [Local Government Pension Scheme | Pensions | UNISON National](#) (It says average employer contribution rate is 14-18%).

²¹ Minimum salary £30,039 + Pension £11,625 + NI £3,755 = £45,419

²² Maximum salary £48,237 + Pension £18,668 + NI £6,485 = £73,390

²³ MyJobsScotland. (2024, September 5). Job advertisement for the Police Officer, Police Scotland. Retrieved from: <https://myjobscotland.gov.uk/emergency-services/police-scotland/jobs/police-officer-394535>

²⁴ This caseload figure is based on the caseload figure used in the Essex study for Probation Officers.

²⁵ The conservative figure is estimated by taking the lowest salary and a projected 60 cases per officer, following the approach in the Essex study.

²⁶ The generous figure is estimates by taking the highest salary and a projected 50 cases per officer, following the approach in the Essex study.

²⁷ Minimum salary £42,995 + Pension £6,019 + NI £5,699 = £54,713

²⁸ Maximum salary £46,535 + Pension £8,376 + NI £6,230 = £61,141

²⁹ MyJobsScotland. (2025, February 17). Job advertisement for the Social Worker (Criminal Justice) at the West Dunbartonshire Council. Retrieved from: <https://myjobscotland.gov.uk/councils/west-dunbartonshire-council/jobs/social-worker-criminal-justice-412966?partnership=true>

³⁰ This caseload figure is based on the caseload figure used in the Essex study for Probation Officers.

³¹ Minimum salary £37,626 + Pension £5,268 + NI £4,893 = £47,787

³² Maximum salary £44,257 + Pension £7,966 + NI £5,888 = £58,111

³³ MyJobsScotland. (2025, March 18). Job advertisement for the Prison Social Worker – Justice at the HMP Edinburgh Saughton. Retrieved from: <https://myjobscotland.gov.uk/councils/city-edinburgh-council/jobs/prison-social-worker-justice-416863>

³⁴ This caseload figure is based on the caseload figure used in the Essex study for Probation Officers.

Range of Staff Costs (Conservative to Generous) per 3,169 offenders:	£7,812,588 (conservative estimate total) – £12,209,650 (generous estimate total)
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32. In summary, the above estimates show that the staff costs to meet offender management needs under MAPPA in Scotland range from **£7,812,588 to £12,209,650 per the estimated cohort of 3,169 domestic abuse offenders in the first year**. These estimated costs are much higher than in the Essex University study because more agencies are involved in MAPPA in Scotland than in England and Wales and the criteria for coming under MAPPA in this Bill are lower than in the Essex University study. These costs are speculative as it is not possible to obtain cost figures of MAPPA per Responsible Authority. The caseload assumed per each member of staff is the same across all three Responsible Authorities and based on the caseload figures used in the Essex Study for a Probation Officer following the 2021 guidance for Probation Service. However, the actual caseloads per member of staff in Scotland could be different, for example, it could be lower if a member of staff managed high-risk offenders. Some domestic abuse offenders in the estimated cohort might already be subject to notification requirements under MAPPA.

33. The Bill introduces notification requirements for most serious domestic abuse offenders, which mirror the requirements introduced in the Sexual Offences Act 2003 for sex offenders. In a [written answer](#) to a parliamentary question on 14 March 2025,³⁵ the Scottish Government stated that “the average cost per member of staff in 2022-23 to manage registered sex offenders in each relevant public body, including Police Scotland and local authorities is not held centrally. The staffing levels involved for supporting the management of registered sex offenders are a matter for each of the Responsible Authorities.” In its [response to a Freedom of Information request](#) on 12 August 2024,³⁶ Police Scotland stated that “in relation to working hours and financial cost of managing those subject to notification requirements under the Sexual Offences Act 2003, the nature of policing means that officers and staff are deployed to wherever their services are most required. The Division to which individual officers or staff belong meet the cost of their core time and so there is no requirement to maintain a record of the cost or time of any particular duty carried out.” Based on the lack of information on the cost of notifications for sexual offenders, it is difficult to estimate the cost for domestic abuse offenders under the Bill.

³⁵ Scottish Parliament. (2025, March 14). Written answer to parliamentary question S6W-35698. Retrieved from: <https://www.parliament.scot/chamber-and-committees/questions-and-answers/question?ref=S6W-35698>

³⁶ Police Scotland. (2024, August 12). Freedom of Information Response FOI 24-1786. Retrieved from: <https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.scotland.police.uk%2Fspa-media%2Fadwlkmfp%2F24-1786-dl-response.docx&wdOrigin=BROWSELINK>

34. Under the Bill's provisions, a domestic abuse offender commits an offence if they breach the notification requirements. It is expected that there may be some costs in relation to the offence of breaching the notification requirements. Based on the Registered Sex Offender data provided above (Table 1, paragraph 14), in 2024 390 (6%) Registered Sex Offenders were reported for breaching the notification requirements as compared with 465 (7%) in 2023. It is assumed that the same proportion of domestic abuse offenders will be reported for breaching notification requirements. On that basis, using the estimated number of 3,169 domestic abuse offenders, it is estimated that 190 domestic abuse offenders (6%) will be reported for breaching notification requirements. In 2023-24 93% of cases reported to COPFS with a domestic abuse identifier were prosecuted in court.³⁷ For the purposes of estimating the cost to the criminal justice system for prosecuting breach of notification requirements, it is assumed that the same proportion of cases will be prosecuted. If 190 cases were reported to COPFS for consideration of prosecution, 177 cases would be prosecuted in court.

35. The Bill provides that the maximum sentence for breach of notification requirements is 5 years imprisonment. Breaches may be prosecuted either under summary procedure or on indictment. To estimate the costs of criminal proceedings associated with breaches of notification requirements, it is assumed that the proportion of cases relating to breach of notification requirements will be the same as the proportion of cases tried on indictment. In 2022-23 8% were tried on indictment in the sheriff courts and 92% in the summary sheriff courts.³⁸ Therefore, of the 177 cases prosecuted in court, the number tried on indictment in the sheriff courts would be 14 and the number of cases tried in the summary sheriff courts would be 163.

36. For the purposes of estimating costs as fully as possible, a useful comparator can be found in the Financial Memorandum to the Victims, Witnesses, and Justice Reform (Scotland) Bill.³⁹ It provides a table with estimates of the average cost of criminal cases in different levels of court in Scotland should criminal proceedings be raised by COPFS for breach of the new offence. As the Bill provides that the offence of breaching the notification requirements is triable both under summary procedure and on indictment, costings have been laid out for both Sheriff summary and Sheriff solemn court cases. The costs have been adjusted for 2025/26 prices.

37. Throughout this memorandum, costs from past events that are relevant to this Bill have been used to inform estimates of its financial implications. To express these costs in today's prices (i.e. real terms), prices have been inflated using GDP

³⁷ Crown Office & Procurator Fiscal Service. (2024, September 10). Domestic abuse and stalking charges in Scotland 2023 – 2024. Retrieved from: <https://www.copfs.gov.uk/publications/domestic-abuse-and-stalking-charges-in-scotland-2023-2024/html/>

³⁸ Scottish Government. (2024, December 17). Criminal Proceedings in Scotland, 2022-23. Retrieved from: <https://www.gov.scot/publications/criminal-proceedings-scotland-2022-23/documents/>

³⁹ Scottish Parliament. (2023, April 26). Financial Memorandum to the Victims, Witnesses, and Justice Reform (Scotland) Bill. Retrieved from: <https://www.parliament.scot/-/media/files/legislation/bills/s6-bills/victims-witnesses-and-justice-reform-scotland-bill/introduced/financial-memorandum-accessible.pdf>

deflators from [HM Treasury](#). The latest available data for these comes from January 2025.

Table 4 – Overall estimated criminal proceedings case costs associated with breaches of notification requirements per year

	Sheriff solemn court case	Sheriff summary court case	Total
Cost to COPFS	14 x £16,407 = £229,698	163 x £1,270 = £207,010	£436,708
Cost to Scottish Courts and Tribunal Service	14 x £2,872 = £40,208	163 x £564 = £91,932	£132,140
Cost to Scottish Legal Aid Board	14 x £2,127 = £29,778	163 x £792 = £129,096	£158,874
Total			£727,722

38. Based on the above calculations, the overall estimated criminal proceedings case costs associated with breaches of notification requirements amount to **£727,722** per year.

39. The Bill sets out the period during which the domestic abuse offender will be subject to the notification requirements. In the most serious cases, as reflected in the sentence passed for the offence (i.e. imprisonment for longer than 30 months), the person will be subject to the requirements for an indefinite period. This is subject to review. The Bill creates provisions for the review of indefinite notification requirements. As in the 'Impact Assessment: Reviewing offenders subject to indefinite notification requirements (Part 2 of Sexual Offences Act 2003)',⁴⁰ it is not possible to assess how many domestic abuse offenders would be eligible for a review and what the resulting cost would be. It is not known how many eligible domestic abuse offenders would apply for a review and it is assumed that between 0% and 100% of eligible domestic abuse offenders would apply for a review. The Impact Assessment provides the estimated cost of the review: "it is envisaged that, on average, a review would take up approximately 13 hours of police time as well as

⁴⁰ Home Office. (2011). Impact Assessment: Reviewing offenders subject to indefinite notification requirements (Part 2 of Sexual Offences Act 2003). Retrieved from: <https://assets.publishing.service.gov.uk/media/5a79d562ed915d6b1deb3ae3/review-offenders-indef-notif-ia.pdf>

6 hours of involvement from other agencies. On the basis of this, the average cost of a review is, therefore, estimated at £760 (these figures are based on hourly police costs estimated in 2008, (...) the hourly cost estimates have simply been uprated to account for inflation using the Treasury GDP deflator series". To estimate the cost of the review of indefinite notification requirements for this Bill the estimated cost of the review has been uprated to account for inflation and amounts to £1,124.

40. It is assumed that all eligible domestic abuse offenders will apply for a review of their indefinite notification requirements. It is not possible to provide the exact number of domestic abuse offenders sentenced for over 30 months for domestic abuse offences set out in the Bill. In 2022-23, 11 offenders were sentenced for over 2 years to less than 4 years and 9 offenders for 4 years and over for offences under Domestic Abuse (Scotland) Act 2018.⁴¹ It is assumed for the purposes of estimating the cost of the review, that of the 11 offenders sentenced to 2-4 years, all of them were sentenced for over 30 months. Therefore, the number of eligible domestic abuse offenders, for offences under Domestic Abuse (Scotland) Act 2018, is 20 offenders.

41. It is harder to estimate the number of eligible domestic abuse offenders, where the offence is aggravated as described in section 1(1)(a) (aggravation where abuse of partner or ex-partner) of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016. According to the [written answer](#) to a parliamentary question on 14 March 2025,⁴² the Scottish Government stated that "the Criminal Proceedings in Scotland, 2022-2023 data set⁴³ shows that 7,807 people were convicted of aggravated offences under section 1(1)(a) of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016 in 2022-2023. Of those convicted, 251 were given prison sentences of 12 months or longer and, of those convicted, 2,407 were given community payback orders." It is not known how many of 251 offenders were sentenced for over 30 months. To estimate the number of eligible offenders, it is assumed that the same proportion of offenders were sentenced for 30 months out of all offenders sentenced for 12 months and longer as for offences under Domestic Abuse (Scotland) Act 2018: 20 offenders out of 67 therefore 30%. For aggravated offences, 30% of 251 offenders is 75 offenders. Therefore, the estimated total of domestic abuse offenders eligible for a review of indefinite notification requirements is 95. The estimated total cost of the review of indefinite notification requirements for 95 domestic abuse offenders is **£0 – £106,780**.⁴⁴

42. The cost of reviews will likely rise each year as new offenders could then apply for a review. However, it is not possible to estimate by how much the costs will rise without knowing the percentage of reviews that will be successful (i.e. it is

⁴¹ Scottish Government. (2024, December 17). Criminal Proceedings in Scotland, 2022-23. Retrieved from: <https://www.gov.scot/publications/criminal-proceedings-scotland-2022-23/documents/>

⁴² Scottish Parliament. (2025, March 14). Written answer to parliamentary question S6W-35695. Retrieved from: <https://www.parliament.scot/chamber-and-committees/questions-and-answers/question?ref=S6W-35695>

⁴³ Scottish Government. (2024, December 17). Criminal Proceedings in Scotland, 2022-23. Retrieved from: <https://www.gov.scot/publications/criminal-proceedings-scotland-2022-23/documents/>

⁴⁴ 95 x £1,124

possible to estimate the number of new offenders each year, but it is not known for how many the indefinite notification requirements will cease).

43. The Member acknowledges that there might be additional costs arising from the Bill, such as the cost of the application to the sheriff for an order that the offender is no longer subject to the notification requirements or the cost of appeals against the notification continuation order and/or setting the fixed period of the notification continuation order. The Member doesn't anticipate the cost of these to be substantial. For the purposes of providing an estimate, a nominal figure of 2 solemn (£2,872 per one solemn court case) and 2 summary cases (£564 per one summary court case) per year has been included in the estimate: **£6,872** in total (cost to the Scottish Courts and Tribunal Service).

Table 5 – Estimated total costs on Scottish Administration under Part 1

Item	Year 1 cost (in 2025-26 terms)
Staff costs to meet offender management needs under MAPPA in Scotland per the estimated cohort of 3,169 domestic abuse offenders	£7,812,588 to £12,209,650
Criminal proceedings case costs associated with breaches of notification requirements	£727,722
The estimated total cost of the review of indefinite notification requirements for 95 domestic abuse offenders	£0 – £106,780
The cost of the application to the sheriff for an order that the offender is no longer subject to the notification requirements or the cost of appeals against the notification continuation order and/or setting the fixed period of the notification continuation order	£6,872

Costs on local authorities

44. There are no additional costs for local authorities beyond the estimated staff cost of Social Workers under MAPPA in the first year as set out in Table 3, paragraph 31.

Part 2 of the Bill: Assessment of offenders for rehabilitation programmes and services

45. The Bill provides that the assessment for suitability for rehabilitation provision will be carried out at three points in the process to maximise the potential for the offender to be rehabilitated, namely: prior to sentencing, whilst in custody serving a sentence, and prior to a parole board hearing.

46. The Bill provides that this assessment of suitability for rehabilitation provision is carried out in the following cases:

- any case where there has been a conviction on indictment in respect of a crime involving domestic abuse; and
- any domestic abuse case at any level of the court system where the offender convicted on a second or subsequent occasion for a crime involving domestic abuse.

Data on domestic abuse offences in Scotland under Part 2 of the Bill

47. As with Part 1, it is difficult to estimate how many domestic abuse offenders will be subject to the assessment requirements, as set out in Part 2 of the Bill, due to limitations with the availability of data.

48. As mentioned above, the Domestic Abuse (Protection) (Scotland) Act 2021 is not yet in force. Therefore, it is not possible to estimate the number of domestic abuse offenders convicted either in respect of an offence under section 7 (breach of domestic abuse protection notice) or an offence under section 17 (breach of domestic abuse order) of the Domestic Abuse (Protection) (Scotland) Act 2021.

49. The most recent data on reconviction rates in Scotland is available for the 2020-21 offender cohort.⁴⁵ In 2020-21, 4,462 (10.4%) offenders with an index crime with a domestic abuse identifier were reconvicted for a further crime with a domestic abuse identifier. This potentially could be an anomaly due to the Covid pandemic. In the three years prior to 2020-21, the equivalent figure was 6,722 (8.9%), 6,151 (9.4%) and 6,130 (8.1%) offenders. This averages out to 6,334 (8.8%) offenders per year, which is more likely to be representative than 2020-21.

50. Based on the 2022-23 statistics,⁴⁶ 763 people were convicted with a main charge under the Domestic Abuse (Scotland) Act 2018.

⁴⁵ Scottish Government. (2024, July 8). Reconviction Rates in Scotland: 2020-21 Offender Cohort. Retrieved from: <https://www.gov.scot/publications/reconviction-rates-scotland-2020-21-offender-cohort/pages/1/>

⁴⁶ Scottish Government. (2024, December 17). Criminal Proceedings in Scotland, 2022-23. Retrieved from: <https://www.gov.scot/publications/criminal-proceedings-scotland-2022-23/documents/>

This document relates to the Prevention of Domestic Abuse (Scotland) Bill (SP Bill 67) as introduced in the Scottish Parliament on 7 May 2025

51. According to the [written answer](#) to a parliamentary question on 14 March 2025,⁴⁷ the Scottish Government stated that “the Criminal Proceedings in Scotland, 2022-2023 data set⁴⁸ shows that 7,807 people were convicted of aggravated offences under section 1(1)(a) of the Abusive Behaviour and Sexual Harm (Scotland) Act 2016 in 2022-2023.”

52. For the purpose of estimating the number of offenders that would be subject to the assessment for rehabilitation programmes and services under the Bill prior to sentencing is estimated to amount to 8,570.⁴⁹

53. It isn't possible to estimate the number of offenders that would be subject to the assessment for rehabilitation programmes and services while in custody or prior to release as it isn't possible to establish how many domestic abuse offenders would be in prison and therefore subject to the assessment. The Bill sets out that the assessment applies to those convicted before or after the coming into force of this section.

Data on participation in domestic abuse rehabilitation programmes

54. Data on the participation and uptake in domestic abuse rehabilitation programmes is difficult to obtain. Domestic abuse rehabilitation is delivered through several programmes in local authorities including the Caledonian System, UP2U (North Lanarkshire, West Lothian, Renfrewshire and East Dunbartonshire Councils), and Fergus Programme (Angus Council).⁵⁰ As highlighted in the evaluation of the Caledonian System,⁵¹ it is difficult to quantify the participation in the programme precisely, because of limitations to the Caledonian System monitoring data. From the data available, at least 941 men had started the Men's Programme delivered as part of the Caledonian System at the time of the publication of the evaluation in 2016.⁵²

⁴⁷ Scottish Parliament. (2025, March 14). Written answer to parliamentary question S6W-35695. Retrieved from: <https://www.parliament.scot/chamber-and-committees/questions-and-answers/question?ref=S6W-35695>

⁴⁸ Scottish Government. (2024, December 17). Criminal Proceedings in Scotland, 2022-23. Retrieved from: <https://www.gov.scot/publications/criminal-proceedings-scotland-2022-23/documents/>

⁴⁹ This includes the 2022-23 number of convictions with a main charge under the Domestic Abuse (Scotland) Act 2018 – 763, and the 2022-23 number of statutory domestic abuse aggravation – 7,807.

⁵⁰ Community Justice Scotland. Domestic Abuse-Related Training by Local Authority. Retrieved from: <https://communityjustice.scot/community-justice/resources/domestic-abuse-training-by-local-authority/>

⁵¹ Scottish Government. (2016, November 4). Caledonian System Evaluation: Analysis of a programme for tackling domestic abuse in Scotland. Retrieved from: <https://www.gov.scot/publications/caledonian-system-evaluation-analysis-programme-tackling-domestic-abuse-scotland/documents/>

⁵² The Caledonian System was developed from 2004, following a call from the Scottish Executive Effective Practice Unit to develop an accredited domestic violence intervention. The Caledonian Men's Programme was subsequently the first offender-rehabilitation programme to be accredited by the Scottish Accreditation Panel for Offender Programmes in August 2009. It's been in operation (initially in Edinburgh) since 2011, with 13 local authorities participating as of 2016. Source: Ibid., p.1.

55. According to the [written answer](#) to a parliamentary question on 31 March 2022, in the period from 1 January 2021 to 31 December 2021, 379 men were required to attend the Caledonian System as part of a Community Payback Order (CPO). In total 1,100 men were provided with the opportunity to access the programme in this period. Since the introduction of a new dataset from 1 May 2018, 1,386 men have been required to attend the Caledonian System as part of a CPO. According to the [written answer](#) to a parliamentary question on 19 July 2022, as of July 2022 19 local authority areas deliver the Caledonian System on a court mandated basis, which accounts for approximately 75% of the population. According to the [written answer](#) to a parliamentary question on 16 May 2024, the number of local authorities delivering the Caledonian System had increased to 20 out of 32.

56. Using the estimated number of offenders that would be subject to the assessment for rehabilitation programmes and services under the Bill prior to sentencing mentioned in paragraph 52 (8,570), the percentage of men offered access to the Caledonian System rehabilitation programme (1,100 – see paragraph 55) constitutes 12.8%.

Costs on the Scottish Administration

57. The main cost arising for the Scottish Administration will be the cost of increased demand for rehabilitation programmes for domestic abuse offenders prior to sentencing, in custody, and prior to release resulting from the Bill's provisions. Another main cost will arise from the Scottish Ministers' duty to ensure that throughcare support standards for domestic abuse offenders in custody include appropriate rehabilitation services and an assessment of the suitability of the individual for provision of appropriate rehabilitation services.

Rehabilitation provision

58. As noted above, the Caledonian System is the primary means of delivering rehabilitation services for male perpetrators convicted of domestic abuse in Scotland.⁵³ According to the [written answer](#) to a parliamentary question on 16 May 2024, between 2020/21 and 2024/25 the Scottish Government annual funding allocated for the Caledonian System Men's Programme was £2,557,547.

59. According to a [written answer](#) to a parliamentary question on 16 May 2024,⁵⁴ the Scottish Government stated that it "announced additional investment of £11.4 million for justice social work services for 2024-25. The Scottish Government wrote to the 12 local authorities who currently do not deliver the Caledonian System seeking views on whether in light of the additional sums provided they wanted to

⁵³ Scottish Government. (2016, November 4). Introduction and background to the Caledonian System Evaluation: Analysis of a programme for tackling domestic abuse in Scotland. Retrieved from: <https://www.gov.scot/publications/caledonian-system-evaluation-analysis-programme-tackling-domestic-abuse-scotland/pages/3/>

⁵⁴ Scottish Parliament. (2024, May 16). Written question and answer S6W-27628. Retrieved from: <https://www.parliament.scot/chamber-and-committees/questions-and-answers/question?ref=S6W-27628>

consider roll out of the Caledonian System in their area and wished to access central training and support. All 12 areas responded and the majority of local authorities advised that their additional funding was being used for other areas that they considered to be of priority and they would not wish to consider roll out of the Caledonian System at this time. Several areas did note potential interest and intention to meet the Caledonian National Team in Community Justice Scotland (CJS) to discuss the potential for any further roll out. Some local authority areas have committed themselves to delivering alternative domestic abuse programmes and therefore advised that they would not wish to change delivery to the Caledonian System at this time.”

60. For the purposes of estimating the cost of increased demand for rehabilitation programmes for domestic abuse offenders prior to sentencing and prior to release, it is assumed the cost of rehabilitation programmes for domestic abuse offenders per 100 offenders will be **£232,504**. This is based on the available data from 2021: 1,100 men were offered to attend the Caledonian System rehabilitation programme and the Scottish Government annual funding was £2,557,547.⁵⁵

Throughcare support

61. The Bill creates a requirement for the Scottish Ministers to ensure that standards published under section 34C of the [Community Justice \(Scotland\) Act 2016](#) seek to ensure that throughcare support for a domestic offender (under Part 2 of the Bill) includes provision for: appropriate rehabilitation services and an assessment of the suitability of the individual for provision of appropriate rehabilitation services.

62. The [Bail and Release from Custody \(Scotland\) Act 2023](#)⁵⁶ already requires throughcare support for offenders. Throughcare support is defined in new section 34B(6) as the provision of certain types of support in relation to individuals who have been remanded in custody or sentenced to imprisonment or detention in penal institutions, from the point they are imprisoned or detained (whether on remand or after sentencing) until after their release, and the engagement in release planning under section 34A.

63. The associated costs are set out in the Financial Memorandum to the Bail and Release from Custody (Scotland) Act.⁵⁷ Scottish Government staff time will be needed to co-ordinate the development of the national throughcare support standards; prepare a draft; manage a consultation process and assessment of responses; publish the document; and keep the standards under review. Based on

⁵⁵ Scottish Parliament. (2024, May 16). Written question and answer S6W-27629. Retrieved from: <https://www.parliament.scot/chamber-and-committees/questions-and-answers/question?ref=S6W-27629>

⁵⁶ Bail and Release from Custody (Scotland) Act 2023. Retrieved from: <https://www.legislation.gov.uk/asp/2023/4/contents>

⁵⁷ Scottish Parliament. (2022, June 10). Financial Memorandum to the Bail and Release from Custody (Scotland) Bill. Retrieved from: <https://www.parliament.scot/-/media/files/legislation/bills/s6-bills/bail-and-release-from-custody-scotland-bill/introduced/financial-memorandum-accessible.pdf>

work already being done by Scottish Government officials in relation to the co-ordination and support for throughcare and reintegration policy, average costs for a team leader and policy manager have been used to estimate costs for Scottish Government. In line with existing practice this work will be undertaken within existing staff resource. Assessment of the required staff resource to develop the first national throughcare support standards and deliver related work is 20% of a team leader (total annual salary with on costs is £79,219, 20% of which is £15,844) and 20% of a policy manager (total annual salary with on costs is £60,221, 20% of which is £12,044) in year 1. The total cost is therefore £27,888. Staff costs in subsequent years would average at 5% of the cost of the same team, meaning a cost of £6,972 based on current pay levels.⁵⁸ Based on the above estimates, and adjusted for inflation, an amount of **£31,020** has been estimated for the development of throughcare standards required under the Bill.

64. The Bill aims to ensure that individuals who have been convicted of a domestic abuse offence (whether on indictment or on summary application), and deemed not suitable for rehabilitation provision as an alternative to custody at the disposal stage, are still able to access rehabilitation provision whilst in custody.

65. To estimate the cost of the domestic abuse rehabilitation programme in custody, a comparable example is provided in the Financial Memorandum to the Bail and Release from Custody (Scotland) Bill.⁵⁹ The estimated unit costs of statutory throughcare⁶⁰ is £9,034 per year (2016/17). Based on the above estimates, and adjusted for inflation, an amount of £11,968 has been estimated for the unit cost of throughcare support required under the Bill.

66. Upon release, apart from the cost of assessment reports to the Parole Board, there is also a cost associated with the rehabilitation provided as a result of the report. Throughcare support is provided to individuals upon release from prison by third sector organisations. As indicated in the Financial Memorandum to the Bail and Release from Custody (Scotland) Bill,⁶¹ the Scottish Government issues annual funding to two national offender throughcare services (plus a third specialist service), at a total of £3.7 million per year. These services have previously supported around 2,000 individuals per year.

67. The Bail and Release from Custody (Scotland) Act 2023 amends the Community Justice (Scotland) Act 2016 to require Scottish Ministers to produce

⁵⁸ 5% of 79219 = 3961 + 5% of 60,211 = 3011 = 6972.

⁵⁹ Scottish Parliament. (2022, June 10). Financial Memorandum to the Bail and Release from Custody (Scotland) Bill. Retrieved from: <https://www.parliament.scot/-/media/files/legislation/bills/s6-bills/bail-and-release-from-custody-scotland-bill/introduced/financial-memorandum-accessible.pdf>

⁶⁰ The unit expenditure is calculated by dividing estimated expenditure on Statutory Throughcare across the 8 CJAs by the number of cases commenced in custody. Statutory Throughcare Grant expenditure includes a number of components; Statutory Throughcare, Voluntary Throughcare and Throughcare Addiction Services. Source: <https://www.gov.scot/publications/costs-of-the-criminal-justice-system-in-scotland-dataset-2016-17-published-december-2019/>

⁶¹ Scottish Parliament. (2022, June 10). Financial Memorandum to the Bail and Release from Custody (Scotland) Bill. Retrieved from: <https://www.parliament.scot/-/media/files/legislation/bills/s6-bills/bail-and-release-from-custody-scotland-bill/introduced/financial-memorandum-accessible.pdf>

minimum standards for throughcare support. The Member wants to introduce a new section into the Community Justice (Scotland) Act 2016⁶² through section 18 of the Bill, that requires the Scottish Ministers to produce minimum standards for “throughcare support” for offenders in domestic abuse cases including provision for appropriate rehabilitation services and an assessment of the suitability of offenders for rehabilitation services. Since domestic abuse offenders are within those budgeted for under the Bail and Release from Custody (Scotland) Act 2023, no additional costs are included in this Memorandum for throughcare, in other words rehabilitation in custody and upon release. Further detail is provided in the Policy Memorandum, paragraphs 61-65.

Parole Board

68. It is assumed that the Parole Board won’t incur additional costs as a result of taking an assessment report into account while considering and disposing of the case of a domestic abuse offender prior to release. The average cost of considering a case at a meeting of the Board is £200.⁶³

Table 6 – Estimated total costs on Scottish Administration under Part 2

Item	Year 1 cost (in 2025-26 terms)
Rehabilitation programme for domestic abuse offenders per 100 offenders	£232,504
Development of throughcare standards	£31,020
Unit costs of statutory throughcare	£11,968

Costs on local authorities

Assessment report

69. The Bill creates a requirement for the court to obtain a report, prior to sentencing, in custody, and prior to release, from the local authority in whose area the offender resides, setting out an assessment of the suitability of the offender for participation in a programme of appropriate rehabilitation services. In most cases before deciding on sentencing, the court will request background reports and in domestic abuse cases these reports may include: a Criminal Justice Social Work Report, a restriction of Liberty Order, an assessment for the Caledonian System, and/or a Psychiatric Assessment.

⁶² Community Justice (Scotland) Act 2016. Retrieved from: <https://www.legislation.gov.uk/asp/2016/10/contents/enacted>.

⁶³ Parole Board for Scotland. Annual Report 2022/23. Retrieved from: <https://scottishparoleboard.scot/wp-content/uploads/2024/05/AnnualReport2022-23.pdf>

70. The Bill provides that the court doesn't need to obtain another report from a local authority prior to sentencing, if such a report is already available and was prepared not more than three months before the offender was convicted of the offence. For domestic abuse offenders in custody, the Bill provides that no further assessment needs to be carried out to a provider of throughcare support, if such an assessment was carried out not more than 6 months before the individual was convicted of the offence. In such an instance, this Bill would not create any additional costs to a local authority.

71. To estimate the cost of such a report, a broadly comparable example is provided in the Financial Memorandum to the Management of Offenders (Scotland) Bill.⁶⁴ The "2014/15 Cost of the Criminal Justice System" publication estimates that the average cost of a Criminal Justice Social Work Report⁶⁵ is £406. Based on the above estimates, and adjusted for inflation, an amount of £554 has been estimated for each assessment report required under the Bill. Using the estimate of the number of offenders that would be subject to the assessment for rehabilitation programmes and services under the Bill prior to sentencing, the cost of these assessments prior to sentencing for 8,570 offenders (paragraph 52) is estimated to amount to **£4,747,780** per annum. With regards to the assessment in custody and prior to release, the Bill sets out that it applies to those convicted before or after the coming into force of this section and it is therefore not possible to establish how many domestic abuse offenders in custody would be subject to the assessment.

Table 7 – Estimated total costs on local authorities under Part 2

Item	Annual recurring costs (in 2025-26 terms)
Assessment report for rehabilitation programmes and services	£554 x 8,570 offenders subject to the assessment prior to sentencing = £4,747,780

Part 3 of the Bill: Data collection and reporting

72. The Bill provides that the Chief Constable of Police Scotland, the Lord Advocate (Crown Office and Procurator Fiscal Service), and charities must provide certain data to the Scottish Ministers. The Bill provides that the Scottish Ministers

⁶⁴ Scottish Parliament. (2018, February 22). Financial Memorandum to the Management of Offenders (Scotland) Bill. Retrieved from: <https://www.parliament.scot/-/media/files/legislation/bills/previous-bills/management-of-offenders-scotland-bill/introduced/financial-memorandum-management-of-offenders-scotland-bill.pdf>

⁶⁵ A Criminal Justice Social Work Report is prepared by social workers and its purpose is to assist courts in determining the most appropriate disposal to impose on the offender.

must prepare, publish, and lay before the Parliament an annual report on the data submitted.

Costs on the Scottish Administration

73. The Scottish Government will need to cover the costs associated with the analysis and reporting of the data as set out in Part 3 of the Bill.

74. In terms of data collection costs, the Scottish Government will incur minimal additional costs as data on domestic abuse is already collected by Police Scotland and submitted to the Scottish Government. The Scottish Government publishes the annual 'Domestic abuse recorded by the police in Scotland' Official Statistics.⁶⁶ The additional cost will be incurred by including data broken down by the specific groups of individuals who are victims of domestic abuse, such as those with a disability or ethnic minorities.

75. With regards to estimating the cost of the preparation and the publication of the report, the Financial Memorandum that accompanied the Child Poverty (Scotland) Act 2017⁶⁷ provides a broadly comparable example. The figures from that Financial Memorandum have been used as a 2016-17 cash baseline for calculations in this section. That Act requires the Scottish Ministers to publish an annual report on progress made towards meeting child poverty targets and implementing the relevant delivery plan. The cost of doing so was estimated as £9,376 for staff time for each annual report and £2,000 for publication costs. Based on the above estimates, and adjusted for inflation, an amount of **£15,070** has been estimated for each annual report required under the Bill.

76. In respect of the cost to Police Scotland, the Crown Office and Procurator Fiscal Service of collecting, collating, and providing the data required for annual reports, it is envisaged that those costs would be low, as they would simply require those bodies to use existing systems for recording and collating data to include additional information about the victims of domestic abuse alongside the many existing data categories. The Member envisages that these costs could be met by existing budgets.

Table 8 – Estimated total costs on Scottish Administration under Part 3

Item	Annual recurring costs (in 2025-26 terms)
Domestic abuse data annual report	£15,070

⁶⁶ Scottish Government. Domestic abuse in Scotland statistics. Retrieved from: <https://www.gov.scot/collections/domestic-abuse-in-scotland-statistics/>

⁶⁷ Scottish Parliament. (2017, February 9). Financial Memorandum to the Child Poverty (Scotland) Bill. Retrieved from: <https://www.parliament.scot/-/media/files/legislation/bills/previous-bills/child-poverty-scotland-bill/introduction/financial-memorandum-child-poverty-scotland-bill.pdf>

Part 4 of the Bill: School education

77. Part 4 of the Bill provides that Scottish Ministers must promote, facilitate, and support domestic abuse education in schools. The Bill also provides that schools must promote, facilitate and support domestic abuse education. The Bill also requires the Scottish Ministers to issue guidance to education authorities relating to domestic abuse education in school and keep the guidance under review. The Bill gives the Scottish Ministers power to specify the standards and requirements which an education authority must conform to in delivering domestic abuse education. Additionally, the Bill requires the Scottish Ministers to prepare and lay before the Scottish Parliament progress reports on the delivery of domestic abuse education in schools.

Costs on the Scottish Administration

78. The Bill imposes a duty on the Scottish Ministers to promote and support the provision of domestic abuse education in schools. Scottish Ministers already support and promote domestic abuse education as set out in the Equally Safe Strategy.⁶⁸ This provision seeks to ensure that that support and promotion is maintained and consistent.

79. The main cost arising for the Scottish Administration will be in the form of issuing guidance on domestic abuse education and keeping the guidance under review. The Financial Memorandum that accompanied the Scottish Languages Bill⁶⁹ provides a broadly comparable example. It was estimated that the development and issuing of the Scots language guidance would amount to **£15,000** in 2025/26. It is important to note that some information on domestic abuse for educators⁷⁰ has already been published by Education Scotland. If the Scottish Government chooses to review the guidance, the Member estimates a further **£15,000** could be incurred each time. In most years, the guidance should not require to be updated. It will be for the Scottish Ministers to decide when to prepare and publish updated guidance.

80. Other costs for the Scottish Administration will be the cost of specifying the standards and requirements on the domestic abuse education which an education authority must conform to. The Financial Memorandum that accompanied the Scottish Languages Bill⁷¹ provides a broadly comparable example. It was estimated that for 2025/26 staff costs which will be incurred to bring forward standards and

⁶⁸ Scottish Government. (2023, December 7). Equally Safe 2023 - preventing and eradicating violence against women and girls: strategy. Retrieved from: <https://www.gov.scot/publications/equally-safe-scotlands-strategy-preventing-eradicating-violence-against-women-girls/>

⁶⁹ Scottish Parliament. Financial Memorandum to the Scottish Languages Bill. Retrieved from: <https://www.parliament.scot/-/media/files/legislation/bills/s6-bills/scottish-languages-bill/introduced/financial-memorandum-accessible.pdf>

⁷⁰ Education Scotland. Domestic abuse: information for educators. Retrieved from: <https://education.gov.scot/media/qudbl4mi/domestic-abuse-v5.pdf>

⁷¹ Scottish Parliament. Financial Memorandum on the Scottish Languages Bill. Retrieved from: <https://www.parliament.scot/-/media/files/legislation/bills/s6-bills/scottish-languages-bill/introduced/financial-memorandum-accessible.pdf>

regulations for Scots language would cost in the region of **£5,000** of staff costs across policy and legal with under **£1,000** for publication costs. The same costs have therefore been estimated for this Bill.

81. Finally, the Bill requires the Scottish Ministers to prepare and lay before the Scottish Parliament progress reports on the delivery of domestic abuse education in schools. The Financial Memorandum that accompanied the Scottish Languages Bill⁷² provides a broadly comparable example. It was estimated that the cost of Scottish Ministers' report on the Scots language strategy would be **£4,000** in 2025/26. Using these as a comparator the same amounts have been estimated for this Bill.

Table 9 – Estimated total costs on Scottish Administration under Part 4

Item	Annual recurring costs (in 2025-26 terms)
Provision of domestic abuse education in the remaining 244 schools*	£950,136
Development and publication of the guidance to education authorities on domestic abuse education	£15,000
Review of the guidance to education authorities on domestic abuse education	£15,000 (in Year 5)
Development and publication of domestic abuse education standards	£6,000
Domestic abuse education progress report	£4,000

* These costs are detailed in the paragraphs below, but it is assumed they will be covered by the Scottish Government funding.

Costs on local authorities

82. The Bill requires schools to promote and support the provision of domestic abuse education. Domestic abuse education is already provided at schools as part of existing programmes funded by the Scottish Government.⁷³ For example, Equally Safe at School (ESAS)⁷⁴ is an online intervention which supports secondary schools

⁷² Scottish Parliament. Financial Memorandum to the Scottish Languages Bill. Retrieved from: <https://www.parliament.scot/-/media/files/legislation/bills/s6-bills/scottish-languages-bill/introduced/financial-memorandum-accessible.pdf>

⁷³ Scottish Government. Information request and response under the Freedom of Information (Scotland) Act 2002. Retrieved from: <https://www.gov.scot/publications/foi-202300382211/>

⁷⁴ Equally Safe at School. Retrieved from: <https://www.equallysafeatschool.org.uk/>

across Scotland to take a whole school approach to addressing gender-based violence. ESAS was co-created by Rape Crisis Scotland and the University of Glasgow to support schools to build a positive culture in which staff and students work together to prevent gender-based violence, and feel more confident and skilled in responding to incidents and disclosures of sexual harassment/violence. The development and delivery of ESAS has been funded by the Scottish Government through Delivering Equally Safe funding and is included in the Equally Safe Delivery Plan.⁷⁵

83. According to the [written answer](#) to a parliamentary question on 20 March 2025, “in 2022-23 Rape Crisis Scotland were funded £408,675 through the Delivering Equally Safe fund. This funding supports the implementation of the Equally Safe at School whole school approach to preventing GBV and the continued delivery of the national sexual violence prevention programme. Additionally, Rape Crisis Scotland was funded £43,000 in 2022-23 to fund a prevention and training post which oversees the effective implementation of the Equally Safe at Schools programme. The Scottish Government also funds and supports other education-based programmes and initiatives aimed at tackling violence against women and girls and the attitudes which perpetuate it such as; the Mentors in Violence peer education programme, the preventing and responding to gender based violence: a whole school framework and Rape Crisis Scotland’s national sexual violence programme for secondary schools.”

84. According to the [written answer](#) to a parliamentary question on 17 October 2024, “Rape Crisis Scotland have reported that 116 schools were registered with an ESAS account as of October 2024. The Scottish Government also added that it funds and supports other education-based programmes and initiatives aimed at tackling violence against women and girls and the attitudes which perpetuate it such as Mentors in Violence peer education programme, the preventing and responding to gender-based violence: a whole school framework, Gender Equality Taskforce in Education and Learning and Rape Crisis Scotland’s national sexual violence programme for secondary schools.”

85. For the purposes of estimating the cost of domestic abuse education, it is assumed that the 116 schools that were registered with an ESAS are secondary schools and that remaining 244 secondary schools do not provide domestic abuse education. It is also assumed that the Rape Crisis funding of £451,675 was received by 116 schools. Therefore, the cost of domestic abuse education per secondary school is estimated to be £3,894. It is estimated that the provision of domestic abuse education in the remaining 244 schools amounts to **£950,136**.⁷⁶ The annual provision of domestic abuse education in all 360 secondary schools is estimated to be £1,401,840.

⁷⁵ Scottish Government. (2024, 13 August). The Equally Safe delivery plan. Retrieved from: <https://www.gov.scot/publications/equally-safe-delivery-plan/documents/>

⁷⁶ This is £3,894 x the remaining 244 schools.

86. On 11 February 2025, Minister for Equalities, Kaukab Stewart, announced that more than 100 organisations across Scotland working to tackle violence against women and girls will share in a funding uplift of £2.4 million.⁷⁷ The funding boost will bring the total Scottish Government investment in Delivering Equally Safe, which funds projects to prevent violence and support survivors, up to £21.6 million for the year ahead subject to the 2025-26 Budget being approved. Rape Crisis Scotland will receive £1,516,585. While this Memorandum provides an estimate for extending education to all secondary schools across Scotland, it is assumed that the existing Scottish Government funding and level of provision will be maintained or potentially increased based on the additional funding announced in February 2025. On that basis, the estimated additional cost included in the total estimate for the cost of the Bill is the cost of extending school education to secondary schools that are not currently in receipt of support from being registered with ESAS (£950,136).

87. In relation to the creation of standards, education authorities are listed in the Bill as consultees for standards relating to domestic abuse education. The Financial Memorandum that accompanied the Scottish Languages Bill⁷⁸ provides a broadly comparable example. The officer time for consideration and responding to a consultation on the Scots language education standards was estimated to amount to £2,000 per local authority in 2025/26 (in total **£64,000** for 32 local authorities). The same estimates are used for this Bill.

88. Education authorities must provide the Scottish Ministers with the information on the progress of the domestic abuse education. This will not create any new costs. Local authorities already provide reports and respond to a range of information requests as part of their business as usual.

Table 10 – Estimated total costs on local authorities under Part 4

Item	Annual recurring costs (in 2025-26 terms)
Officer time for consideration and responding to a consultation on the domestic abuse education standards	£2,000 per local authority x 32 = £64,000

Total costs on the Scottish Administration

89. Table 11 sets out the total estimated costs on the Scottish Administration arising from the provisions of this Bill.

⁷⁷ Scottish Government. (2025, February 11). Funding boost to tackle gender-based violence. Retrieved from: <https://www.gov.scot/news/funding-boost-to-tackle-gender-based-violence/>

⁷⁸ Scottish Parliament. Financial Memorandum to the Scottish Languages Bill. Retrieved from: <https://www.parliament.scot/-/media/files/legislation/bills/s6-bills/scottish-languages-bill/introduced/financial-memorandum-accessible.pdf>

Table 11 – Estimated total costs on Scottish Administration

Item	Year 1 cost (in 2025-26 terms)	Year 5 cost (in 2025-26 terms*)
Part 1		
Staff costs to meet offender management needs under MAPPA in Scotland per the estimated cohort of 3,169 domestic abuse offenders in year 1 (in year 5 the estimated cohort is 4,175 ⁷⁹)	£7,812,588 to £12,209,650	£10,292,088 – £16,084,656
Criminal proceedings case costs associated with breaches of notification requirements	£727,722	£727,722
The estimated total cost of the review of indefinite notification requirements for 95 domestic abuse offenders	£106,780	£106,780
The cost of the application to the sheriff for an order that the offender is no longer subject to the notification requirements or the cost of appeals against the notification continuation order and/or setting the fixed period of the notification continuation order	£6,872	£6,872
Part 2		
Rehabilitation programme for domestic abuse offenders per 100 offenders	£232,504	£232,504

⁷⁹ The year 5 cohort was estimated using the year-on-year percentage increase of RSOs (7%) between 2023 and 2024. Source: Scottish Government. (2024, November 28). Multi-Agency Public Protection Arrangements (MAPPA) in Scotland: national overview report 2023-24. Retrieved from: <https://www.gov.scot/publications/multi-agency-public-protection-arrangements-mappa-scotland-national-overview-report-2023-24/documents/>

This document relates to the Prevention of Domestic Abuse (Scotland) Bill (SP Bill 67) as introduced in the Scottish Parliament on 7 May 2025

Development of throughcare standards	£31,020	£31,020
Unit costs of statutory throughcare	£11,968**	£11,968**
Part 3		
Domestic abuse data annual report	£15,070	£15,070
Part 4		
Provision of domestic abuse education in the remaining 244 schools	£950,136***	£950,136***
Development and publication of the guidance to education authorities on domestic abuse education	£15,000	£15,000
Review of the guidance to education authorities on domestic abuse education	£0	£15,000
Development and publication of domestic abuse education standards	£6,000	£6,000
Domestic abuse education progress report	£4,000	£4,000
Total	£9,907,692 – £14,304,754	£12,402,192 – £18,194,760

* Expressed in 2025-26 terms but likely to be higher due to inflation.

** This figure is not included in the total as domestic abuse offenders are within those budgeted for under the Bail and release from Custody (Scotland) Act 2023.

*** It is assumed domestic abuse education is already provided in 116 secondary schools.

Total costs on local authorities

90. Table 12 sets out the total estimated costs on Local Authorities arising from the provisions of this Bill.

Table 12 – Estimated total costs on local authorities

Item	Annual recurring costs (in 2025-26 terms)	Year 5 cost (in 2025-26 terms*)
Part 2		
Assessment report for rehabilitation programmes and services	£554 x 8,570 offenders subject to the assessment prior to sentencing = £4,747,780	£554 x 8,570 offenders subject to the assessment prior to sentencing = £4,747,780
Part 4		
Officer time for consideration and responding to a consultation on the domestic abuse education standards	£2,000 per local authority x 32 = £64,000	£2,000 per local authority x 32 = £64,000
Total	£4,811,780	£4,811,780

* Expressed in 2025-26 terms but likely to be higher due to inflation.

Costs on other bodies, individuals, and businesses

91. There will be no costs to individuals and businesses.

92. Some third sectors organisations work in conjunction with MAPPA partners and other agencies,⁸⁰ but it is not possible to assess the degree of their involvement in MAPPA and therefore estimate the costs.

93. Third sector organisations will be involved in the delivery of rehabilitation programmes, but the funding for this is expected to come from the Scottish Government as outlined above.

⁸⁰ Scottish Government. (2024, November 28). Multi-Agency Public Protection Arrangements (MAPPA) in Scotland: national overview report 2023-24. Retrieved from: <https://www.gov.scot/publications/multi-agency-public-protection-arrangements-mappa-scotland-national-overview-report-2023-24/documents/>

94. In respect of the cost to charities of collecting, collating, and providing the data required for annual reports, it is envisaged that those costs would be low as they would use existing systems for recording and collating data to include additional information about the victims of domestic abuse alongside the many existing data categories. The Bill also includes a provision which allows charities not to collect the domestic abuse data if the charity considers that it would be impracticable to do so having regard to the charity's resources (Subsection 23(4)(b)).

95. The cost to other bodies might include the cost of delivering domestic abuse education, but this could be funded through the existing Delivering Equally Safe Fund. According to the [written answer](#) to a parliamentary question on 26 November 2024,⁸¹ "the Scottish Government is investing £19 million a year in specialist services and projects through the Delivering Equally Safe (DES) Fund to support 83 projects to undertake work with children and young people who have experienced violence and abuse."

96. Other bodies are listed as consultees for the preparation of guidance and standards relating to domestic abuse education. There is no obligation on them to respond.

97. Table 13 sets out the total estimated costs arising from the provisions of this Bill.

Table 13 – Total estimated costs arising from the provisions of this Bill

	Annual recurring costs (in 2025-26 terms)	Year 5 cost (in 2025-26 terms*)
Total estimated costs arising from the provisions of this Bill	£14,719,472 – £19,116,534	£17,213,972 – £23,006,540

Savings

98. In addition to the human and emotional costs, there are significant costs to the public purse associated with domestic abuse in Scotland. In 2009 the Scottish Government estimated that the cost of domestic abuse was £2.3 billion.⁸² It is also widely accepted that underreporting of domestic abuse leads to a difficulty in estimating the total cost of domestic abuse to the public sector in Scotland.

⁸¹ Scottish Parliament. (2024, November 26). Written answer to the parliamentary question S6W-31767. Retrieved from: <https://www.parliament.scot/chamber-and-committees/questions-and-answers/question?ref=S6W-31767>

⁸² The Scottish Government. (2009) Safer Lives, Changed Lives: A Shared Approach to Tackling Violence Against Women in Scotland. Retrieved from: <https://lx.iriss.org.uk/sites/default/files/resources/Safer%20lives.pdf>

99. In England and Wales, the social and economic costs of domestic abuse are estimated to be in the region of £78 billion (2022/23 prices) over a three-year average period of abuse.⁸³ Given that Scotland's population is roughly 9% of the combined population of England and Wales, it indicates that the estimated cost of domestic abuse to the Scottish public purse could be £7 billion (2022/23 prices) over a three-year average period of abuse.

100. It is assumed that in the short-term there will be an increase in costs associated with the provisions set out in Parts 1 and 2 of the Bill as likely more domestic abuse offenders will be put under the notification requirements and attend the rehabilitation programmes.

101. The Member believes that adopting a wide-ranging preventative approach to domestic abuse, as set out in the Bill, will contribute to significant financial savings in the long-term. This will have a positive impact on a number of public sector bodies as well as third sector organisations which are directly and indirectly involved in tackling domestic abuse in Scotland. Reducing the prevalence of domestic abuse will lessen its devastating emotional impact on families and communities and contribute to the reduction of other negative impacts of domestic abuse, such as homelessness or physical and mental health problems.

⁸³ HM Government. Domestic Abuse Commissioner's Report: A Patchwork of Provision: how to meet the needs of victims and survivors across England and Wales" - Government Response. Retrieved from: https://assets.publishing.service.gov.uk/media/640207b38fa8f527f6680283/FINAL_Annex_A_-_DAC_Mapping_Report_Government_Response_clean_.pdf

Prevention of Domestic Abuse (Scotland) Bill

Financial Memorandum

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