



Glasgow  
Community  
Justice  
Authority

## MAPPA ANNUAL REPORT

2017-18

### Multi Agency Public Protection Arrangements



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## **1. Foreword**

This is the tenth annual report from the Glasgow MAPPA (Multi Agency Public Protection Arrangements). Multi Agency Public Protection Arrangements (MAPPA) is a well established process in Glasgow which is targeted at managing the risk that registered sexual offenders and restricted patients present to communities.

Whilst the arrangements are now familiar with all parties in Glasgow, MAPPA is subject to ongoing review and scrutiny both locally and nationally. At a national level the Scottish Government and Chairs of local Strategic Oversight Groups meet on a quarterly basis to discuss strategic planning, exchange practice issues and themes and ensure the guidance in relation to the MAPPA arrangements is as robust as it can be.

At a local level, Strategic Oversight Groups strive to ensure that MAPPA is performing to agreed performance standards; that organisations are working together effectively to reduce risk and strategic planning is, where required, improving performance. The National Strategic Oversight Group – consisting of Chairs of local Strategic Oversight Groups continue to meet to reflect on the current guidance, develop practice and exchange thoughts and ideas on how practice might be developed across the country.

This annual report concludes that agencies in Glasgow continue to work well together to meet the demands of MAPPA work in Glasgow, and to collectively manage the inherent risks and challenges involved in this form of public protection. The report demonstrates that we continue to meet performance targets and that we have a clear set of agreed priorities amongst the partners. On behalf of the Glasgow Strategic Oversight Group I would wish to reiterate our commitment to continue to strive to achieve best practice in protecting the public in Glasgow.

Ann-Marie Rafferty  
Chair Glasgow Strategic Oversight Group

## 2. What is MAPPA in Glasgow?

MAPPA was introduced in 2007 under requirements of the Management of Offenders Act 2005 and is delivered under National Guidance. The Guidance defines the Responsible Authorities and those with a Duty to Cooperate

The Responsible Authorities within Glasgow are

- Glasgow City Council
- Police Scotland (G Division)
- Scottish Prison Service
- Greater Glasgow and Clyde NHS

The NHS Health Boards are Responsible Authorities in respect of Restricted Patients only, they are a Duty to Cooperate Agency in relation to Sex Offenders and Category 3 Offenders.

The Duty to Cooperate (DTC) Agencies include:

- Scottish Children's Reporter Administration
- Electronic Monitoring Providers
- DWP
- Registered Social Landlords
- Any person/organisation providing services to or on behalf of a Responsible Authority

The DTC agencies are required to provide, accept and share information to support the risk management of any offender subject to MAPPA.

MAPPA brings together agencies involved in the management of Registered Sexual Offenders, Restricted Patients and Category 3 Offenders to share information to develop risk assessments and through the appropriate use of resources, skill and expertise agree risk management plans to manage risk to the public in a co-ordinated way.

Offenders in Glasgow are managed across 3 levels:

**Level 1: Routine risk management.** Staff across the Responsible Authorities and Duty to Cooperate agencies manage the risk on a daily basis. The majority of offenders (**96%**) in Glasgow are managed as level 1.

**Level 2: Multi agency risk management.** This level applies in cases where active involvement from several agencies is required to have a robust risk management plan. Attendance at meetings should be at a level where some additional resources can be allocated. These meetings are chaired by a Criminal Justice Service Manager or a Detective Inspector. Risk Management Plans are reviewed no less than every 3 months. (**3.5%**)

**Level 3: Multi Agency Public Protection Panel.** This level applies to those cases whose assessed risks can only be managed with close co-operation from senior management within the Responsible Authorities. In Glasgow in 2016/17, 3 offenders were discussed at this level (**0.5%**)

The risk management process via MAPPA in Glasgow is started following receipt of a referral from Police or the Scottish Prison Service (SPS). Once received this allows initial MAPPA level allocation and progression to multi-agency risk assessment and information sharing via the MAPPA process. The MAPPA Co-ordinator makes an initial decision regarding the level at which an offender is discussed.

The initial and review multi-agency meetings will determine which level an offender is subsequently discussed at. The level of risk that an offender poses is agreed and a risk management plan is developed to manage the individual.

When an offender is released from prison then the process in Glasgow is that they are visited by Police Scotland within seven days of their release and if they are subject to licence conditions they will be seen by their supervising officer on the day of their release. If the individual requires accommodation then a SOLO (Sex Offender Liaison Officer) will also meet with them. This allows the opportunity for the offender's responsibility in terms of their registration and any licence conditions to be reinforced.

In Glasgow it is acknowledged that the risk of MAPPA Offenders re-offending cannot be fully eradicated and the challenges in managing this group of offenders are often complex. However, the partners involved in the MAPPA process are regularly reviewing practices to improve public protection, this report will provide commentary on what progress was made in delivering last years improvement plan and provide the reader with a set of priorities that the MAPPA partnership have agreed upon for the next three years. In addition the report will provide a range of statistical information covering a range of areas in relation to offenders and restricted patients.

### **Governance of MAPPA in Glasgow**

The Strategic Oversight Group (SOG) in Glasgow includes representatives at a senior level from the all responsible authorities. The group meets on a quarterly basis and oversees the performance and strategic planning of MAPPA. The MAPPA Operational Group meets on a six weekly basis and includes representation at an appropriate level from the Responsible Authorities involved in the operation of MAPPA.

In addition given the unique complexities that exist for Glasgow in the housing of sex offenders a NASSO Group (National Accommodation for Sex Offenders Group) meets on a quarterly basis to progress the challenge of accommodation those subject to notification requirements. This group includes representation from relevant housing organisations, Police Scotland, Glasgow City Council Social Work and Homelessness Services.

### 3. 2017/2018 Overview

- It is recognised that on occasions offenders managed under the MAPPA will commit or attempt to commit, further serious crime and when this happens the MAPPA should be examined to ensure that the policies, processes and actions employed by the responsible authorities and duty to cooperate agencies were not flawed and where it has been identified that these could be improved plans are put in place promptly to do so. Within Glasgow during the reporting period 2017 /18 there were twenty six instances of further sexual offending which resulted in an Initial Notification to the SOG. In all of these cases the decision was made not to progress to a Significant Case Review. It is worth noting that under the previous reporting requirements for SCRs only one of these instances of further offending would have been reported on. In Glasgow we regard any incidents of further offending as serious and look to reduce risk wherever possible. As such the change in the SCR process to widen the offences which meet the criteria under which the SCR process should be instigated has afforded Glasgow the opportunity for great scrutiny over how MAPPA offenders are managed.
  
- On the 31<sup>st</sup> March 2016 Other Risk of Serious Harm Offenders were formally included in MAPPA. The Guidance defines the Other Risk of Serious Harm Offenders as those who, by reason of their conviction are considered to pose a risk of serious harm to the public. This category could include:
  - offenders who are not subject to notification requirements or are not mentally disordered restricted patients and
  - who have been convicted of an offence and by reason of that conviction are required to be subject to Supervision in the community by any Order or Licence
  - are assessed by the Responsible Authorities as posing a high or very high risk of serious harm to the public at large
  - the risk is assessed as requiring multi agency management at Level 2 or 3

There is no Level 1 for Other Risk of Serious Harm Offenders. Instead when a change in circumstances results in the offender no longer meeting the criteria they are then managed through routine case management.

Glasgow has managed seven Other Risk of Serious Harm Offenders through MAPPA during the last reporting year. Of these seven offenders three were recalled to custody. There were a number of further referrals which although would meet the criteria for inclusion in MAPPA were not released from custody.

- It is widely acknowledged that there are ongoing challenges in progressing this objective which are unique to Glasgow, given that the Council does not own its housing stock.

An Information Sharing Protocol (ISP) was developed in order to deliver a means of exchanging information about sex offenders with housing providers. Although the ISP was sent to all Registered Social Landlords (RSLs) in the City, there remains a significant minority of RSLs, who have not signed the ISP. Over the past few years however there has been a shift in the engagement with these RSLs who are reluctant to sign and the focus now centres on encouraging them to share information with the Responsible Authorities to assist in Risk Assessment irrespective of whether they have signed an ISP. Despite the efforts made by the SOLO Team there remains a small cohort of RSLs who refuse to engage at any level.

A process has been agreed with the Homelessness Team who in Glasgow are responsible for the submission of Section 5 applications. Section 5 applications to RSLs other than the Wheatley Group commenced in November 2015 and referrals continue to be submitted. Progress has been hampered over the past reporting year by restructuring within Glasgow City Council Homelessness Service. This will be an area of priority in the forthcoming year.

- Block Profiling is currently being piloted within Glasgow. Glasgow City Council, Police Scotland and the Wheatley Group RSL are involved in the pilot. The pilot is due to be evaluated and following the evaluation the intention is to roll it out to all RSLs in Glasgow. Block Profiling is the process by which void properties which are in close proximity to Registered Sex Offenders are allocated. The RSL shares information on prospective tenants with designated personnel within Police Scotland and Criminal Justice Social Work when a property in close proximity to an RSO becomes void. Police Scotland will provide a risk and victim profile for the RSO. Both Police Scotland and Criminal Justice will scrutinise their relevant systems for information on prospective tenants and it will be the responsibility of the Lead Agency to make a decision as to whether or not a housing offer can be made to prospective tenants. The decision is then shared with the RSL although the reasons for reaching the decision are not. Block Profiling is being undertaken in response to the recommendations highlighted within the 2013 Significant Case Review which was undertaken by Glasgow.
- Glasgow MAPPAs have continued with its programme of continuous development and training for all staff involved in MAPPAs. Events over the past year have included inputs from The Cyber Unit within Police Scotland and the Parole Board. There was an event which was jointly delivered by MAPPAs and Adult Support and Protection colleagues in response to the publication of the Forth Valley Significant Case

Review. Briefings on MAPPA were delivered to Caledonian University, Shelter Glasgow Branch and Cornerstone.

- The Scottish Government published minimum parameters for Environmental Risk Assessments (ERA) last year. These included guidance on who should be involved; what systems should be accessed and which offenders should be subject to an Annual ERA. Following the publication of this document last year the Sex Offender Liaison Team and Police Scotland reviewed the Glasgow ERA process to ensure that it met with the National Guidance. The ERA process in Glasgow exceeded the requirements nationally and whilst some amendments were made in the main it remains the same.
  
- The 2015 MAPPA Thematic Inspection highlighted seventeen “Areas for Development” for all MAPPA areas to progress. In response to this Glasgow prepared a Work Plan to address these “Areas for Development” Glasgow has progressed all seventeen of these items and the work plan is complete although some parts will by their nature require ongoing scrutiny and review.
  
- Glasgow has a robust and standardised Level 1 Process in place which was commented on favourably during the Thematic Inspection. In November 2017 Scottish Government produced updated guidance for minimum standards for the management of Level 1 Registered Sex Offenders. The Guidance that the Responsible Authorities in Glasgow had developed in relation to the management of Level 1 MAPPA Offenders and was currently using exceeded the minimum standards set by Scottish Government. As such Glasgow will continue to use its current Level 1 Process.

## 5. Performance in comparison to National Targets

- 90% of level 3 MAPPA cases to be reviewed no less than once every six weeks. In the year 2016-17 Glasgow achieved **100%**. Glasgow will continue to aim for 100% in the coming year.
- 85% of MAPPA level 2 cases reviewed no less than once every 12 weeks; Glasgow achieved **100%**. Disclosure to be considered and the decision to be recorded in the minutes at 100% of level 2 and 3 MAPPA meetings; Glasgow achieved **100%**.
- Level 2 meeting must be held within 20 days of referral from community; Glasgow achieved **100%**.
- Level 2 meeting must be held prior to release from prison. Glasgow achieved **97%**. Two Level 2 meetings were held post release. In one instance this was due to an individual being unexpectedly released from custody. The other instance was due to an administrative error. In these cases a level 2 meeting was held within 5 days of release.



- Level 3 MAPPA must be held within 5 working days of referral. There were no MAPPA level 3 referrals from the community over the past year.
- All minutes of levels 2 and 3 meetings should be produced within 5 working days and returned, signed off by the Chair within 5 working days. Glasgow achieved **95%**. There were six instances of minutes not being signed off by the chair within 5 working days. This was due in the main to chair's annual leave.

This data is represented in tabular form below:

Scottish Target	Glasgow Performance 2016/17
90% of Level 3 MAPPA cases to be reviewed no less than once every 6 weeks	100% of Level 3 MAPPA cases have been reviewed every 6 weeks
85% of MAPPA level 2 cases reviewed no less than once every 12 weeks	100% of MAPPA level 2 cases have been reviewed no less than every 12 weeks.
Disclosure to be considered and the decision to be recorded in the minutes at 100% of level 2 and 3 MAPPA meetings	100% achieved
Level 2 meeting must be held within 20 days of referrals from the community	100% achieved
Level 2 meetings must be held prior to release from custody	97% achieved
Minutes of levels 2 and 3 meetings should be produced within 5 working days and returned, signed off by the Chair within 5 working days.	95% achieved

## 6. Glasgow MAPPA Statistical Data

<b>REGISTERED SEX OFFENDERS</b>	<b>NUMBER</b>
Number of Registered Sex Offenders:	739
At liberty and living in your area on 31st March	545

<b>Civil Orders applied for and granted in relation to RSOs</b>	<b>Number</b>
Sexual Offences Prevention Orders (SOPO) in force on 31/03/2017	48
SOPOs imposed by the courts between 1/04/2016 and 31/03/2017	22
Sexual Harm Prevention Order (SHPOs) in force on 31/03/17	7
SHPOs imposed by courts between 1/04/16 and 31/03/17	4
Number of RSOs convicted of breaching SOPO / SHPO conditions between 1/04/16 and 31/03/17	0
Risk of Sexual Harm Orders (RSHO) in force on 31/03/2017	1
Sexual Risk Orders in force on 31/03/2017	0

<b>Number of RSOs managed by MAPPA category as at 31/03/17</b>	<b>In Custody</b>	<b>At Liberty</b>	<b>Total</b>
Level 1	166	534	700
Level 2	24	11	35
Level 3	4	0	4
Number of RSOs returned to custody for a breach of statutory conditions (including those returned to custody because of a conviction of Group 1 or 2 crime)	10	1	11
Number of indefinite sexual orders reviewed under the terms of the Sexual Offences 2003 Act between 01/04/16 and 31/03/17	1	4	5
Number of notification continuation orders made under the terms of the Sexual Offences 2003 Act between 01/04/16 and 31/03/17	1	3	4
Number of notifications made to Job Centre Plus under Management of Offenders Act 2005 between 01/04/16 and 31/03/17	0	169	169

<b>Delineation of RSOs by Age on 31/03/17</b>	<b>Number</b>	<b>%</b>
Under 18	3	0.41
18 to 21	22	2.98
22 to 25	35	5.42
26 to 30	72	4.74
31 to 40	160	21.65
41 to 50	151	20.43
51 to 60	182	24.63
61 to 70	78	10.85
Older than 70	41	5.55
Total	739	100.00

<b>Delineation of RSOs by Ethnicity on 31/03/17</b>	<b>Number</b>	<b>%</b>
White - Scottish	545	73.75
White - Other British	38	5.14
White - Other Irish	8	1.08
White - Gypsy / Traveller	1	0.14
White – Polish	4	0.54
White – Other White Ethnic Group	8	1.08
Asian – Pakistani, Pakistani Scottish or Pakistani British	24	3.25
Asian – Asian Scottish or Asian British	6	0.81
Asian – Bangladeshi, Bangladeshi Scottish or Bangladeshi British	1	0.14
Asian – Chinese, Chinese Scottish or Chinese British	3	0.41
Asian - Other	11	1.49
African – African Scottish or African British	7	0.95
African - Other	6	0.81
Other Ethnic Group – Arab, Arab Scottish or Arab British	8	1.08
Caribbean or Black –Black, Black Scottish or Black British	1	0.14
Other Ethnic Group - Other	9	1.22
Not Known	5	0.68
Data Not Held	54	7.31
Other	739	100.00

<b>Delineation of RSOs by Gender on 31/03/17</b>	<b>Total</b>	<b>%</b>
Male	733	99.19
Female	6	0.81
Total	739	100.00

<b>Managed under Statutory Supervision and/or Notification requirements on 31/03/17</b>	<b>Number</b>	<b>%</b>
RSOs on Statutory Supervision	223	30.18
RSOs Subject to Notification requirements Only	516	69.82
Total	739	100.00

<b>RESTRICTED PATIENTS (RP'S)</b>	<b>NUMBER</b>
<b>Number of RP'S:</b>	
1) Living in your area on 31 <sup>st</sup> March	93
2) During the reporting year	93
<b>Number of RP's per order</b>	
1) CORO	86
2) HD	0
3) TTD	7
<b>Number within hospital/community:</b>	
1) State Hospital	13
2) Other hospital no suspension of detention (SUS)	4
3) Other hospital with unescorted SUS	3
4) Community (Conditional Discharge)	19
<b>Number managed by MAPPA level on 31 March</b>	
1) MAPPA Level 1	93
2) MAPPA Level 2	0
3) MAPPA Level 3	0
<b>Number of RPs convicted of a further group 1 or 2 crime between 1 April and 31 March:</b>	
1) MAPPA Level 1	0
2) MAPPA Level 2	0
3) MAPPA Level 3	0
<b>No of RPs on Suspension of detention:</b>	
1) who did not abscond or offend:	89
2) who absconded	0
3) who absconded and then offended	0
4) where absconsion resulted in withdrawal of suspension of detention	4
<b>No. of RPs on Conditional Discharge:</b>	
1) who did not breach conditions, were not recalled, or did not offend:	18
2) who breached conditions (resulting in letter from the Scottish Government):	0
3) who were recalled by Scottish Ministers due to breaching conditions:	0
4) who were recalled by Scottish Ministers for other reasons:	1

## 7. Glasgow MAPPA Action Plan 2016/18

Action	Action Owner	Update
Review and update the process under which Section 5 Referrals for RSOs are submitted Registered Social Landlords(RSL)	NASSO /SOG	Update will be provided in the 2018/19 MAPPA Annual Report
Review and update the process under which Restricted Patients are allocated accommodation	MOG /SOG	Update will be provided in the 2018/19 MAPPA Annual Report
Identify and improve Environmental Risk Assessment for MAPPA Offenders convicted of Fire Raising.	MOG / SOG	Update will be provided in the 2018/19 MAPPA Annual Report
Review the Block Profiling process with a view to extending to all RSLs	NASSO / SOG	Update will be provided in the 2018/19 MAPPA Annual Report
Review implications of a health care managed pathway for anti libidinal medications.	MOG / SOG	Update will be provided in the 2018/19 MAPPA Annual Report
Training: <ol style="list-style-type: none"> <li>1. Provide MAPPA Awareness training</li> <li>2. Provide MAPPA Chairs Training</li> <li>3. Deliver input around Young People and MAPPA</li> <li>4. Arrange MAPPA Development Day for internal and external MAPPA partners</li> </ol>	MOG/SOG	Update will be provided in the 2018/19 MAPPA Annual Report
Conduct MAPPA File Audits in line with national guidance and ensure identified learning from audits is embedded in local practice.	MOG/SOG	Update will be provided in the 2018/19 MAPPA Annual Report
Welfare Reform: ensure cognisance is taken of welfare reform on MAPPA Offenders	MOG/ SOG	Update will be provided in the 2018/19 MAPPA Annual Report