



## Item No: 15

Meeting Date: Wednesday 20<sup>th</sup> November 2019

### Glasgow City Integration Joint Board

**Report By:** Pat Togher, Assistant Chief Officer Public Protection and Complex Needs and Chair of the Strategic Oversight Group for MAPPA

**Contact:** Jim McBride, Head of Adult Services, Homelessness and Criminal Justice

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#### MULTI AGENCY PUBLIC PROTECTION ARRANGEMENTS (MAPPA) ANNUAL REPORT 2018/19

<b>Purpose of Report:</b>	The purpose of this report is to highlight to the IJB the Glasgow Annual Multi Agency Public Protection Arrangements (MAPPA) Report, published on 1 November 2019 and to note the content.
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<b>Background/Engagement:</b>	The Scottish Government requires all Responsible Authorities to fulfil their statutory duties by jointly preparing and publishing an annual report detailing MAPPA Operational and Governance activity.
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<b>Recommendations:</b>	The Integration Joint Board is asked to:  a) note the content of this annual report.
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#### Relevance to Integration Joint Board Strategic Plan:

The IJB has responsibility for leading the City's MAPPA arrangements. Reference to MAPPA is made in the Criminal Justice aspects of the strategic plan.
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#### Implications for Health and Social Care Partnership:

<b>Reference to National Health &amp; Wellbeing Outcome:</b>	Outcomes 3, 7 and 9 are particularly relevant.
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<b>Personnel:</b>	None	
<b>Carers:</b>	None	
<b>Provider Organisations:</b>	A range of provider organisations and “Responsible Authorities” support Registered Sex Offenders. This report has relevance but no specific implications for them.	
<b>Equalities:</b>	None	
<b>Fairer Scotland Compliance:</b>	In keeping with Fairer Scotland Duty 2018 this report highlights the need to address the correlation with offending / disadvantage through robust MAPPA partnership arrangements.	
<b>Financial:</b>	The funding for Criminal Justice Social Work services is ring fenced.	
<b>Legal:</b>	The management of sex offenders is subject to legislation. There would be legal implications for the IJB if the responsibilities were not met.	
<b>Economic Impact:</b>	None	
<b>Sustainability:</b>	None	
<b>Sustainable Procurement and Article 19:</b>	None	
<b>Risk Implications:</b>	As noted there are risks to the IJB if the responsibilities for managing sex offenders as required through the MAPPA guidance are not met.	
<b>Implications for Glasgow City Council:</b>	As above, there are reputational and legal risks if the IJBs responsibilities in this field of work are not met.	
<b>Implications for NHS Greater Glasgow &amp; Clyde:</b>	As above, there are reputational and legal risks if the IJBs responsibilities are not met.	
<b>Direction Required to Council, Health Board or Both</b>	Direction to:	
	1. No Direction Required	✓
	2. Glasgow City Council	
	3. NHS Greater Glasgow & Clyde	
	4. Glasgow City Council and NHS Greater Glasgow & Clyde	

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### **1. Background**

- 1.1 The annual Multi Agency Public Protection Arrangements (MAPPA) report, required by statute, outlining the arrangements in place to manage Registered Sex Offenders (RSOs) and others who pose other risks of serious harm, published on 1 November 2019 and is attached at Appendix 1.

### **2. Key Points from the Report**

- 2.1 The 2018/19 MAPPA Annual Report lays out the operational and governance arrangements for the delivery of MAPPA in Glasgow and acknowledges that these are now well established partnership arrangements.
- 2.2 Over the past reporting year, Glasgow recorded 18 instances of further sexual offending which resulted in an Initial Notification to the Strategic Oversight Group (SOG) for consideration of the specific circumstances. None of these instances progressed to a Significant Case Review.
- 2.3 The report comments on Glasgow's performance on MAPPA key performance indicators by comparison with national targets. From the reporting figures it is clear our performance is consistently strong and exceeds national targets.
- 2.4 From the information gathered, numbers of referrals of MAPPA Extension cases (individuals deemed to pose other risk of serious harm- predominantly violence) were small and Glasgow only managed 7 of these MAPPA cases over the last reporting year. It is likely that this number will increase over the forthcoming year as the process becomes more established.
- 2.5 In terms of the figures provided the number of Registered Sex Offenders (RSOs) being managed by Glasgow continues to increase and this is a trend that is replicated across the country.
- 2.6 The MAPPA Operational Group (MOG) produces the MAPPA Action Plan highlighting the priorities for MAPPA for the forthcoming year. The Strategic Oversight Group (SOG) oversees the Action Plan. The priorities for the 2017/18 Action Plan were achieved and amongst others included Block Profiling.
- 2.7 Police Scotland, Glasgow City Council and the Wheatley Group have been involved in a process to look at how void properties in close proximity to Registered Sex Offenders are allocated. The success of this initiative was discussed at recent meetings of both the NASSO group and the SOG and there is confidence that we are now able to further roll out with other Social Landlords.

### **3. Recommendations**

- 3.1 The Integration Joint Board is asked to:
  - a) note the content of this annual report.

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## **MAPPA ANNUAL REPORT**

**2018-19**

### **Multi Agency Public Protection Arrangements**



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## **1. Foreword**

This is the eleventh 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.

Pat Togher  
Chair Glasgow Strategic Oversight Group

## **2.What is MAPPA in Glasgow?**

Multi Agency Public Protection Arrangements (MAPPA) are a set of statutory arrangements of which the primary purpose is to maintain public protection and the reduction of serious harm. The protection of children, adults at risk and other members of the public are paramount. It is a structure by which registered sex offenders, mentally disordered restricted patients and other offenders by who for their reason of their conviction pose a risk of serious harm to the public are managed through the effective sharing of relevant information and the assessment and management of that risk.

MAPPA was introduced in 2007 under requirements of the Management of Offenders Act 2005 Section 10 and 11 and is delivered under National Guidance which was revised in 2016. 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.

## **Who is subject to MAPPA?**

MAPPA in Scotland has always been utilised to coordinate the management of those offenders in the community required to notify under the Sexual Offences Act 2003, commonly referred to as Registered Sex Offenders and those offenders deemed Restricted Patients under Mental Health Legislation. Restricted Patients are persons detained in hospital under a Compulsion Order with a Restriction Order. This means they have usually committed an offence punishable by imprisonment but as a result of a mental health disorder are not imprisoned but ordered to be detained in hospital for treatment, without limit of time.

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On the 31 March 2016 the Scottish Government enacted category 3 of MAPPA, thereby bringing a further group of offenders known as “Other Risk of Harm Offenders” under the arrangements. This group of offenders is defined as being those who have been convicted of an offence, and by reason of that conviction are required to be subject of supervision in the community by any order, enactment or licence and are assessed by the responsible authorities as posing a high or very high risk of serious harm and the risk is assessed as requiring multi agency management at Level 2.

Between the 1<sup>st</sup> April 2018 and the 31<sup>st</sup> March 2019 Glasgow received 20 Category 3 MAPPA referrals. Of these 14 met the criteria for management under MAPPA. Six referrals were rejected because they either did not meet the criteria and or they did not require active multi agency management.

### **How the Multi Agency Public Protection Arrangements Work**

Information about MAPPA offenders is shared across involved agencies. The risks an offender is assessed to pose – and the actions intended to manage the risk – are detailed within a multi-agency risk management plan. The practical operation of MAPPA is performed within pre-set meeting structures and there are 3 different MAPPA levels.

**Level 1: Routine Risk Management.** – In the vast majority of cases, the offender will be managed under the routine arrangements applied by the agency or the agencies with supervisory responsibility ie by police alone or jointly with Criminal Justice Social Work and subject to regular MAPPA review meetings. In the case of Restricted Patients NHS will be the lead agency.

**Level 2: Multi agency risk management.** This process is implemented where Risk Management Planning requires the involvement of multi agencies to actively reduce the risk of serious harm posed by an offender or where that management is complex and resource intensive. Those managed at level 2 will be subject of regular MAPPA review meetings through which a Multi-Agency Risk management Plan is formulated, implemented and monitored.

**Level 3: Multi Agency Public Protection Panel.** From time to time, cases arise that present such a high level of risk to the public that or where the level of resources required to effectively manage the offender in the community is substantially beyond what could be considered normal. Often described as the critical few the risk management strategies for these offenders require more senior representatives of the agencies involved to be actively involved in the formulation, implementation and monitoring of risk management plans.



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The overarching objective of MAPPA is to protect the public from harm. This includes having the correct resources in place to enable people who have committed offences to meaningfully work on changing their behaviour. This is where multi agency public protection arrangements are not just about restrictions and the management of risk. They focus on ensuring people have access to the services they need, whether these be related to health, housing, substance misuse or reducing their offending.

Any person assessed as presenting a high risk of harm to the public is subject to very strict monitoring and supervision to reduce the risk. This can include living in approved accommodation, having restrictions about going to certain places or contact with certain people. Offenders subject to MAPPA must report regularly to the Police or their Supervising Officer.

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

MAPPA is overseen by the Strategic Oversight Group (SOG) in Glasgow and 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 Strategic Oversight Group has endorsed a Business Plan to manage the delivery of core MAPPA functions. This is reviewed and updated annually.

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.

### **3. Significant Case Review**

It is recognised that on occasions offenders managed under the MAPPA will commit or attempt to commit, further offences and when this happens the MAPPA process should be examined to ensure that the policies 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.

The Responsible Authorities have a specific duty to report every incident which falls within the criteria of this guidance by way of an Initial Notification. These notifications arise when:

- An offender managed through MAPPA is charged with an Offence which resulted in the death of or serious harm to another person, or an offence listed in Schedule 3 of the Sexual Offences Act 2003
- Significant concern has been raised about professional and or service involvement, or lack of involvement in respect of the management of an offender under MAPPA at any level
- Where it appears that a Category 1 or Category 3 offender being managed under MAPPA is killed or seriously injured as a direct result of his / her status
- Where an offender currently being managed under MAPPA has died or been seriously injured in circumstances likely to generate significant public concern

Within Glasgow during the reporting period 2018 /19 there were eighteen instances of further sexual offending which resulted in an Initial Notification to the SOG. In seventeen of these cases the decision was made not to review further. This was because good risk management procedures were already in place and / or there was no escalation in offending behaviour. In one case further information was sought by the SOG chair regarding specific issues to provide reassurance in terms of the risk management strategies used.

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### 4. 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 2018-19 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%**.
- An initial 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 both instances this was due to an individual being unexpectedly released from custody.
- 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 **96%**. There were four 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 2018/19
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.	96% achieved

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**5. Glasgow MAPPA Statistical Data**

<b>Registered Sex Offenders</b>	<b>In Custody</b>	<b>At Liberty</b>	<b>Total</b>
Number of RSOs living in your area on 31/03/2019	227	596	823

<b>Number of RSOs managed by MAPPA Category as at 31/03/2019</b>	<b>In Custody</b>	<b>At Liberty</b>	<b>Total</b>
Level 1 Routine Risk Management	200	586	786
Level 2 Multi Agency Risk Management	23	9	32
Level 3 MAPPP	4	1	5

<b>Civil Orders applied for and granted in relation to RSOs</b>	<b>Number</b>
Sexual Offences Prevention Orders (SOPO) in force on 31/03/2019	44
SOPOs imposed by the courts between 1/04/2018 and 31/03/2019	29
Sexual Harm Prevention Order (SHPOs) in force on 31/03/19	12
SHPOs imposed by courts between 1/04/18 and 31/03/19	3
Number of RSOs convicted of breaching SOPO / SHPO conditions between 1/04/18 and 31/03/19	0
Risk of Sexual Harm Orders (RSHO) in force on 31/03/2019	0
Sexual Risk Orders in force on 31/03/2019	0

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<b>Number of RSOs Convicted of a further Group 1 or 2 Crime</b>	<b>Total</b>
<b>MAPPA Level 1</b>	16
<b>MAPPA Level 2</b>	2
<b>MAPPA Level 3</b>	1
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)	15
Number of indefinite sexual orders reviewed under the terms of the Sexual Offences 2003 Act between 01/04/18 and 31/03/19	6
Number of notification continuation orders made under the terms of the Sexual Offences 2003 Act between 01/04/18 and 31/03/19	4
Number of notifications made to Job Centre Plus under Management of Offenders Act 2005 between 01/04/18 and 31/03/19	136

<b>Delineation of RSOs by Age on 31/03/19</b>	<b>Number</b>	<b>%</b>
Under 18	3	0.36
18 to 21	26	3.16
22 to 25	43	5.22
26 to 30	60	7.29
31 to 40	187	22.72
41 to 50	173	21.02
51 to 60	179	21.75
61 to 70	108	13.12
Older than 70	44	5.36
Total	823	100.00

<b>Delineation of RSOs by Ethnicity on 31/03/19</b>	<b>Number</b>	<b>%</b>
White - Scottish	578	70.23
White - Other British	43	5.22
White - Other Irish	5	0.61
White - Gypsy / Traveller	1	0.12
White – Polish	3	0.36
White – Other White Ethnic Group	10	1.22
Asian – Pakistani, Pakistani Scottish or Pakistani British	27	3.28
Asian – Asian Scottish or Asian British	9	1.09
Asian – Bangladeshi, Bangladeshi Scottish or Bangladeshi British	2	0.24
Asian – Chinese, Chinese Scottish or Chinese British	3	0.36

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Asian - Other	10	1.22
African – African Scottish or African British	9	1.09
African - Other	9	1.09
Other Ethnic Group – Arab, Arab Scottish or Arab British	9	1.09
Caribbean or Black –Black, Black Scottish or Black British	2	0.24
Other Ethnic Group - Other	6	0.73
Not Known	10	1.22
Data Not Held	87	10.57
Other	823	100.00

<b>Delineation of RSOs by Gender on 31/03/19</b>	<b>Total</b>	<b>%</b>
Male	817	99.27
Female	6	0.73
Total	823	100.00

<b>Managed under Statutory Supervision and/or Notification requirements on 31/03/19</b>	<b>Number</b>	<b>%</b>
RSOs on Statutory Supervision	253	30.74
RSOs Subject to Notification requirements Only	570	69.26
Total	823	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 2019	77
2) During the reporting year	83
<b>Number of RP's per order</b>	
1) CORO	71
2) HD	0
3) TTD	6
<b>Number within hospital/community:</b>	
1) State Hospital	14
2) Other hospital no suspension of detention (SUS)	35
3) Other hospital with unescorted SUS	25
4) Community (Conditional Discharge)	17
<b>Number managed by MAPPA level on 31 March</b>	
1) MAPPA Level 1	77
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

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3) MAPPA Level 3	0
<b>No of RPs on Suspension of detention:</b>	
1) who did not abscond or offend:	25
2) who absconded	0
3) who absconded and then offended	0
4) where absconsion resulted in withdrawal of suspension of detention	0
<b>No. of RPs on Conditional Discharge:</b>	
1) who did not breach conditions, were not recalled, or did not offend:	14
2) who breached conditions (resulting in letter from the Scottish Government):	1
3) who were recalled by Scottish Ministers due to breaching conditions:	1
4) who were recalled by Scottish Ministers for other reasons:	0

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### Glossary

DTC	Duty to Cooperate. The DTC person or bodies in Scotland are listed within the Management of Offenders Act 2005
ICR	Initial Case Review Part of the MAPPA Significant Review Process
MAPPA	Multi Agency Public Protection Arrangements
RSO	Registered Sexual Offenders – those who are required to notify the Police of their name, address and personal details and notify any changes subsequently
RSHO	Risk of Sexual Harm Order – places restrictions and obligations on someone who is behaving in such a way which suggests they pose a risk to a particular child or children generally. The person's behaviour need not constitute a Criminal Offence and they need not have any previous convictions. If the person fails to comply with the requirements of the Order they can be returned to court and may be liable for up to 5 years imprisonment.
SCR	Significant Case Review
SOPO	Sexual Offences Prevention Order – A Court may make a SOPO at the time of dealing with certain Sexual Offenders or when the Police make a special application on account of the offender's behaviour in the community. A SOPO can place restrictions and obligations on the offender and will require the subject to register as a sex offender. Failure to comply with the SOPO can result in the offender being returned to Court and may be liable for up to 5 years imprisonment



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