Item No: 17

Meeting Date: **Wednesday 30th November 2022**

Glasgow City Integration Joint Board

Report By: **Pat Togher, Assistant Chief Officer, Public Protection & Complex Needs**

Contact: **Pat Togher**

Phone: **0141 420 5756**

Multi-Agency Public Protection Arrangements (MAPPA)
Annual Report 2021-2022

Purpose of Report:	The purpose of this report is to highlight to the IJB the Annual Multi Agency Public Protection Arrangements (MAPPA) report which was published on 28 October 2022.

Background/Engagement:	The Scottish Government requires all Responsible Authorities to fulfil their statutory duties by jointly preparing and publishing an Annual Report.

Governance Route:	The matters contained within this paper have been previously considered by the following group(s) as part of its development. HSCP Senior Management Team ☐ Council Corporate Management Team ☐ Health Board Corporate Management Team ☐ Council Committee ☐ Update requested by IJB ☐ Other ☐ Not Applicable ☒

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

Relevance to Integration Joint Board Strategic Plan:

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

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome(s):	MAPPA and Public Protection arrangements are underpinned by all 9 National Health and Wellbeing Outcomes.
Personnel:	None
Carers:	A range of provider organisations and Responsible Authorities support individuals subject to MAPPA. This report has relevance but no specific implications for them.
Provider Organisations:	None
Equalities:	None
Fairer Scotland Compliance:	None
Financial:	None
Legal:	None
Economic Impact:	None
Sustainability:	None
Sustainable Procurement and Article 19:	None
Risk Implications:	As noted, there are risks to the IJB if the responsibilities for the management of category 1 (Registered Sex Offenders), 2 (Restricted Patients), and 3 (Other Risk of Serious Harm Offenders) subject to MAPPA as required through the MAPPA Guidance are not met.
Implications for Glasgow City Council:	As above there are reputational and legal risks if the IJBs responsibilities are not met.
Implications for NHS Greater Glasgow & Clyde:	As above.

Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	☒
2. Glasgow City Council	☐
3. NHS Greater Glasgow & Clyde	☐
4. Glasgow City Council and NHS Greater Glasgow & Clyde	☐

1. Purpose

1.1. Under Section 11 (2) of the Management of Offenders (etc) (Scotland) Act 2005 each MAPPA area must publish an Annual Report. The National MAPPA Annual report by the Scottish Government was published on 28 October 2022.

1.2. During the reporting year there has continued to be a positive working relationship with key partners ensuring the effective delivery of MAPPA in Glasgow in line with the national MAPPA guidance.

2. Background

2.1. The MAPPA Annual report 2021-2022, explains the operational and governance in relation to MAPPA arrangements within Glasgow, which are very well established.

2.2. Within Glasgow during the reporting period 2021/22, there were 15 instances of further sexual offending which resulted in an initial notification to the SOG. In 14 of these cases the decision was made not to review any further. This was because good risk management procedures were already in place and/or there was no escalation in offending behaviour.

2.3. Following review of the 1 of the cases, the Glasgow SOG commissioned a Significant Case Review (SCR) in keeping with national guidance which formally commenced in March 2022. The SCR is currently in the final stages of completion and once complete the findings will be shared with responsible authorities to take any learning identified forward and a published version will be made available.

2.4. The MAPPA Annual report comments on Glasgow's performance against national performance targets, Glasgow's performance continues to meet and exceed national performance targets.

2.5. The number of Category 3 (Other Risk of Serious Harm Offenders) cases remain low, throughout Scotland. Within Glasgow, the number has remained fairly static throughout the reporting year.

2.6. In terms of the figures provided the number of Registered Sex Offenders (RSOs) being managed by Glasgow in comparison to the previous reporting year there is no significant difference of note.

3. Recommendations

3.1. The Integration Joint Board is asked to:

a) Note the content of this report.

MAPPA Glasgow

Multi Agency Public Protection Arrangements

ANNUAL REPORT

2021 – 2022

Glasgow Community Justice Authority

Glasgow City HSCP Health and Social Care Partnership

NHS Greater Glasgow and Clyde

Glasgow City Council

Police Scotland Keeping people safe

SPS Scottish Prison Service

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1. Foreword

This is the thirteenth annual report from Glasgow MAPPA (Multi Agency Public Protection Arrangements). Within Glasgow MAPPA is well established in managing the risk posed by the registered sex offenders, restricted patients, and other risk of serious harm offenders.

Glasgow MAPPA arrangements are reviewed locally and nationally. Scottish government and Chairs of the Strategic Oversight Group (SOG) meet quarterly to develop and evaluate strategic plans, discuss practice issues, and ensure the arrangements for MAPPA are as robust as they can be. Within Glasgow the SOG ensure the following: that MAPPA is performing to the agreed standards; that Duty to Cooperate and Responsible Authorities are working together to effectively reduce the risk that individuals subject to MAPPA pose to the community; and that strategic planning is improving performance.

Glasgow MAPPA continues to effectively manage the risk posed by individuals subject to MAPPA. The Glasgow MAPPA Annual report demonstrates that Glasgow continues to meet the required performance targets and that the SOG remains committed to developing strategic plans ensuring effective and up to date practice is being delivered to protect the public within Glasgow.

As chair of the SOG, I would like to take this opportunity to express appreciation to our key partners who have continued to ensure the effectiveness of MAPPA governance arrangements throughout this year.

Pat Togher
Chair of the Glasgow Strategic Oversight Group

2. What is MAPPA in Glasgow?

Introduced in 2007, under the Management of Offenders Act 2005, section 10 and 11, MAPPA is a set of statutory arrangements, delivered under National Guidance 1. The aim of MAPPA is to protect the public by managing and reducing the risk of serious harm posed by 3 categories of offenders:

- Category 1 - Registered Sex Offenders
- Category 2 - Mentally Disordered Restricted Patients
- Category 3 - Other Risk of Serious Harm Offenders: individuals who as a result of their conviction are subject to supervision, order, or licence.

The responsible authorities outlined within the National Guidance are:

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

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

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

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

[1] Scottish Government Multi- Agency Public Protection Arrangements (MAPPA) national Guidance 2016

Who is subject to MAPPA?

There 3 categories of offenders that are subject to MAPPA:

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

How does the Multi Agency Public Protection Arrangements Work?

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

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

changing their behaviour which can include: access to health services, housing, addiction support, and/or offence focused work. Offenders subject to MAPPA require to report to the Police or their Supervising Officer.

There are 3 different levels of MAPPA meetings:

- **Level 1 Routine Risk management:** The majority of the cases within Glasgow are subject to level 1, routine management arrangements are applied, which are applied with the agency or the agency with the supervisory responsibility. This may be the Police and Community Justice Social Work, or the Police alone. With Restricted Patients the NHS will be the lead authority. Level 1 risk management is not applied to category 3 offenders. MAPPA review meetings are held for individuals subject to Level 1 routine risk management.

- **Level 2 Multi Agency Risk Management:** The process of level 2 is implemented where the risk management plan requires the involvement of multiple agencies to reduce the risk of serious harm posed by an offender. Level 2 management can be applied to all 3 categories of offenders' subject to MAPPA. Cases that are deemed complex and are resource intensive may also be subject to level 2 management. Regular MAPPA review meetings are held for individuals subject to level 2 management. During the meetings a multi-agency risk management plan is developed, and subject to on-going evaluation to ensure that it is robust in managing the risk of serious harm posed by the individual.

- **Level 3 Multi Agency Public Protection Panel:** There are some cases, which are referred to as the critical few, where the risk of serious harm they present is such a high level and/or the level of resources required to manage the risk of serious harm is significantly higher than what would routinely be applied that it requires senior representatives to attend to endorse strategies required to manage the risk posed.

Governance of MAPPA in Glasgow

MAPPA is overseen by the Strategic Oversight Group (SOG) in Glasgow and is chaired by Glasgow City HSCP Assistant Chief Officer for Public Protection and Complex Needs. The SOG also includes senior representatives from the responsible authorities and oversees performance and strategic planning of MAPPA. The MAPPA business plan is reviewed annually and endorsed by the SOG.

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

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

3. Significant Case Review Activity

If an offender who is managed under MAPPA commits or attempts to commit a further offence the MAPPA management arrangements for the case are reviewed. The purpose of the review is to ensure that the polices and actions employed to manage the risk presented were robust, if it is identified that these could have been improved action plans are taken forward to do this.

Responsible Authorities have a specific duty to report any incident which comes under the Initial Notification guidance:

- An offender managed under 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 the professional, and or service involvement in relation to the management of an individual under MAPPA at any level.
- When it appears that an individual managed under MAPPA as a category 1 or 3 is killed or seriously injured as a direct result of their status.
- When an offender who is managed under MAPPA has died or been seriously injured in circumstances likely to generate significant public concern.

Within Glasgow during the reporting period 2021/22, there were 15 instances of further sexual offending which resulted in an initial notification to the SOG. In 14 of these cases the decision was made not to review any further. This was because good risk management procedures were already in place and/or there was no escalation in offending behaviour.

Following review of the 1 of the cases, the Glasgow SOG commissioned a Significant Case Review (SCR) in keeping with national guidance which formally commenced in March 2022. The SCR is currently in the final stages of completion and once complete the findings will be shared with responsible authorities to take any learning identified forward and a published version will be made available.

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 2021-2022 Glasgow achieved 100%.
- 85% of MAPPA level 2 cases reviewed no less than once every 12 weeks. In the year 2021-2022 Glasgow achieved 99%.
- 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 the community; Glasgow achieved 100%.
- Level 2 meeting must be held prior to release from prison. Glasgow achieved 100%.
- Level 3 MAPPA must be held within 5 working days of referral. There were no level 3 referrals form the community over the past year.
- All minutes of level 2 and 3 meetings should be produced within 5 working days and returned, signed off by the Chair within 5 working days. Glasgow achieved 97%.

The data is represented in tabular below:

Scottish Target	**Glasgow Performance**
90% of level 3 MAPPA cases to be reviewed no less than once every six weeks.	100%
85% of MAPPA level 2 cases reviewed no less than once every 12 weeks.	99%
Disclosure to be considered and the decision to be recorded in the minutes at 100% of level 2 and 3 MAPPA meetings.	100%
An initial level 2 meeting must be held within 20 days of referral from the community.	100%
Level 2 meetings must be held prior to release from prison.	100%
Level 3 MAPPA must be held within 5 working days of referral.	N/A
All minutes of level 2 and 3 meetings should be produced within 5 working days and returned, signed off by the Chair within 5 working days.	97%

5. **Glasgow MAPPA Statistical Data**

Registered Sex offenders (RSOs)	**Number**
Number of RSO's living in your area on 31/03/22	633
Per 100,000 of the population on 31/03/22	37
The number of RSOs having a notification requirement who were reported for breaches of the requirements to notify between 1/04/21 and 31/03/22	62
Number of RSOs returned to custody for a breach of statutory conditions between 1/04/21 and 31/03/22 (including those returned to custody because of a conviction	11
Number of notifications made to Job Centre Plus under Management of Offenders Act 2005 between 1/04/21 and 31/03/22.	115

Number of RSOs managed by MAPPA Category as at 31/03/2022	**In Custody**	**At Liberty**	**Total**
Level 1 Routine Risk Management	210	622	832
Level 2 Multi Agency Risk Management	27	9	36
Level 3 MAPPA	4	1	5

Civil Orders applied for and granted in relation to RSOs	**Number**
Sexual Offences Prevention Orders (SOPO) in force on 31/03/2022.	47
Sexual Offences Prevention Orders (SOPO) imposed by the court between 1/04/2021 and 31/03/2022.	6
Risk of Sexual Harm Orders in force on 31/03/2022.	1
Sexual Harm Prevention Orders (SHPOs) in force on the 31/03/22	26
SHPOs granted by courts between 1/04/21 and 31/03/22	3
Sexual Risk Orders (SROs) in force on 31/03/22	0
Number of Foreign Travel Orders imposed by court between 1/04/21 and 31/03/22	0
Number of Notification Orders imposed by courts between 1/04/21 and 31/03/22	5

Delineation of RSOs by Gender on 31/03/22	Total	%
Male	870	99.43
Female	5	0.57
Total	875	100.00

Delineation of RSOs by Age on 31/03/21	Number	%
18 to 21	17	1.94
22 to 25	44	5.03
26 to 30	71	8.11
31 to 40	219	25.03
41 to 50	172	19.66
51 to 60	182	20.80
61 to 70	119	13.60
Older than 70	51	5.83
Total	875	100.00

Other Risk of Serious Harm Offenders (OROSHO's)	Number
Number of offenders managed by MAPPA level as at the 31st of March 2021	
1) MAPPA Level 2	4
2) MAPPA Level 3	0
Number of offenders convicted of a further group 1 or 2 Crime	
1) MAPPA Level 2	2
2) MAPPA level 3	0
Number of offenders returned to custody for a breach of statutory conditions (including those returned to custody because of a conviction of Group 1 or 2 crime).	4
Number of notifications made to Job Centre Plus under Management of Offenders Act 2005	1

Managed under Statutory Supervision and/or Notification requirements on 31/03/22	Number	%
RSOs on Statutory Supervision	232	26.51
RSOs Subject to Notification Only	643	73.49
Total	875	100.00

Number of Restricted Patients	Number
1) Living in your area on 31 March:	83(25) +11oa
2)Living in your area during the reporting year	101(26)
b) Number within hospital/community as at 31 March:	
1) State Hospital	11
2) Other hospital in your area:	65
3) Community (conditional discharge)	18

c) Number managed by MAPPA Level as at 31 March	
1) MAPPA Level 1	94
2) MAPPA Level 2	0
3) MAPPA Level 3	0
d) Number of RPs recalled by Scottish Ministers during the reporting year	0

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 which is part of the MAPPA Significant Case 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 who is behaving in such a way which suggests they pose a risk to a child or children generally. The person's behaviour need not constitute a criminal offence and they need not have any previous convictions. If the person fails to comply with the requirements of the Order, they can be returned to court, which can result in a custodial sentence of up to 5 years imprisonment.
SCR	Significant Case Review
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.