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Item No: 20

Meeting Date: Wednesday 1st December 2021

Glasgow City Integration Joint Board

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

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Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2020-2021

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 5 November 2021.

Background/Engagement:

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

Recommendations:

The IJB is asked to:
a) Note the content 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:

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 Registered Sex Offenders. This report has relevance but no specific implications for them.

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Provider Organisations:	None
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Equalities:	None
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Fairer Scotland Compliance:	None
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Financial:	None
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Legal:	None
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Economic Impact:	None
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Sustainability:	None
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Sustainable Procurement and Article 19:	None
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Risk Implications:	As noted, there are risks to the IJB if the responsibilities for sex offenders as required through the MAPPA Guidance are not met.
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Implications for Glasgow City Council:	As above there are reputational and legal risks if the IJBs responsibilities are not met.
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Implications for NHS Greater Glasgow & Clyde:	As above.
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Direction Required to Council, Health Board or Both
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Direction to:	
1. No Direction Required	<input checked="" type="checkbox"/>
2. Glasgow City Council	<input type="checkbox"/>
3. NHS Greater Glasgow & Clyde	<input type="checkbox"/>
4. Glasgow City Council and NHS Greater Glasgow & Clyde	<input type="checkbox"/>

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1. Purpose

- 1.1. Under Section 11 (2) of the Management of Offenders (etc) (Scotland) Act 2005 each MAPPA Area must publish an Annual Report. The publication date for the report this year is 5 November 2021.
- 1.2. The continued challenges posed by COVID-19 have been mitigated successfully in line with national guidance. Throughout the reporting year there has continued to be a positive working relationship with key partners ensuring the safe delivery of MAPPA in Glasgow.

2. Background

- 2.1. Within Glasgow, MAPPA has continued to effectively manage and mitigate the COVID-19 restrictions in order to ensure the continued effective application of MAPPA arrangements.
- 2.2. The MAPPA Annual report 2020-2021, lays out the operational and governance arrangements in relation to MAPPA within Glasgow, which are well established.
- 2.3. Within Glasgow, during the reporting period 2020/21, there were 15 instances of further sexual offending which resulted in an initial notification to the Strategic Oversight Group (SOG). In all 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.
- 2.4. 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 extension cases remains low, throughout Scotland, at the end of the reporting year MAPPA Glasgow had managed 9 category 3 cases.
- 2.6. In terms of the figures provided, the number of Registered Sex Offenders (RSOs) being managed by Glasgow has reduced slightly, which may be due to impact that COVID-19 has had on court hearings.

3. Recommendations

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

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MAPPA ANNUAL REPORT

2020 – 2021

Multi Agency Public Protection Arrangements



Contents

1. ForewordPage 3

2. What is MAPPA.....Page 4-6

3. Significant Case Review Activity.....Page 7

4. Performance in Comparison to National Targets.....Page 8

5. MAPPA Statistics.....Page 9-11

6. Glossary.....Page 12

1. Foreword

This is the twelfth annual report from Glasgow MAPPA (Multi Agency Public Protection Arrangements). MAPPA is very well established within Glasgow, targeting the risk management towards registered sexual offenders, restricted patients, and individuals who pose a risk of serious harm to the community.

MAPPA arrangements within Glasgow continue to be reviewed 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.

Locally 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; that strategic planning is improving performance.

Within Glasgow, MAPPA continues to effectively manage the risk posed by individuals subject to MAPPA. The report evidences that Glasgow continues to meet the required performance targets. Glasgow has continued to achieve performance targets throughout the Corona Virus pandemic, all adjustments that have been put in place have been evaluated and considered to still be effective. The SOG continue to be committed to developing strategic plans, to ensure that effective and up to date practice is being delivered to protect the public within Glasgow.

Finally I would like to take this opportunity to extend sincere thanks and gratitude to all of our key partners who have ensured the effectiveness of MAPPA governance arrangements during this very challenging period.

Pat Togher

Chair of the Glasgow Strategic Oversight Group

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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 Guidance¹. The aim of MAPPA is to protect the public by managing and reducing the risk of serious harm posed by 3 categories of offenders:

- Category 1 - Registered Sex Offenders
- Category 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.

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.

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

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

If an individual subject to MAPPAs 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 MAPPAs require to report to the Police or their Supervising Officer.

There are 3 different levels of MAPPAs 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. MAPPAs 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 MAPPAs. Cases that are deemed complex and are resource intensive may also be subject to level 2 management. Regular MAPPAs 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

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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 MAPPAs in Glasgow

MAPPAs are 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 MAPPAs. The MAPPAs business plan is reviewed annually and endorsed by the SOG.

The MAPPAs 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 policies and actions employed to manage the risk presented were robust, if it is identified that these could have been improved action plans are taken forward to do this.

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 2020/21, there were 15 instances of further sexual offending which resulted in an initial notification to the SOG. In all 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.

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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 2020-2021 Glasgow achieved 100%.
- 85% of MAPPA level 2 cases reviewed no less than once every 12 weeks. In the year 2020-2021 Glasgow achieved 96%.
- 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 from 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 90%.

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.	96%
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 meeting 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.	90%

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5. Glasgow MAPPA Statistical Data

Registered Sex offenders	In Custody	At Liberty	Total
Number of RSO's living in your area on 31/03/2021	218	641	859

Number of RSOs managed by MAPPA Category as at 31/03/2021	In Custody	At Liberty	Total
Level 1 Routine Risk Management	181	629	810
Level 2 Multi Agency Risk Management	31	10	41
Level 3 MAPPA	5	0	5

Civil Orders applied for and granted in relation to RSOs	Number
Sexual Offences Prevention Orders (SOPO) in force on 31/03/2021.	43
Sexual Offences Prevention Orders (SOPO) imposed by the court between 1/04/2021 and 31/03/2021.	22
Risk of Sexual Harm Orders in force on 31/03/2021	24
Number of RSOs convicted of breaching SOPOS/SHPO conditions between 1/04/20 and 31/03/21	0
Risk of Sexual Harm Order (RSHO) in force on the 31/03/2021	1
Number of people convicted of a breach of RSHO/SRO between 1/04/20 and 31/03/21.	0
Number of Foreign Travel Orders imposed by the Courts between the 1/04/20 and 31/03/21.	0
Number of Notification Orders imposed by the Courts between the 1/04/20 and 31/03/21.	5

Delineation of RSOs by Gender on 31/03/21	Total	%
Male	856	99.65
Female	3	0.35
Total	859	100.00

Number of RSOs convicted of a further Group 1 or 2 Crime	Total
MAPPA Level 1	33
MAPPA Level 2	0
MAPPA Level 3	0

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Number of RSOs having a notification requirement who were reported for breaches of the requirements to notify between 1/04/20 and 31/03/21.	63
Number of indefinite sexual orders reviewed under the terms of the Sexual Offences 2003 Act between 1/04/20 and 31/03/21.	4
Number of continuation orders made under the terms of the Sexual Offences 2003 Act between 1/04/20 and 31/03/21.	1
Number of notifications made to Job Centre Plus under Management of Offenders Act 2005 between 1/04/20 and 31/03/21.	133

Delineation of RSOs by Age on 31/03/21	Number	%
Under 18	2	0.23
18 to 21	27	3.14
22 to 25	49	5.70
26 to 30	63	7.33
31 to 40	218	25.38
41 to 50	175	20.37
51 to 60	177	20.61
61 to 70	101	11.76
Older than 70	47	5.47
Total	859	100.00

Other Risk of Serious Harm Offenders (OROSHO's)	Number
Number of offenders managed by MAPPA level as at the 31 st of March 2021	
1) MAPPA Level 2	8
2) MAPPA Level 3	1
Number of offenders convicted of a further group 1 or 2 Crime	
1) MAPPA Level 2	1
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).	5
Number of notifications made to Job Centre Plus under Management of Offenders Act 2005	3

Managed under Statutory Supervision and/or Notification requirements on 31/03/21	Number	%
RSOs on Statutory Supervision	245	28.52
RSOs Subject to Notification Only	614	71.48
Total	859	100.00

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RESTRICTED PATIENTS (RP'S)	NUMBER
Number of RP'S:	
1) Living in your area on the 31 st March 2021	81 (25)
2) During the reporting year	97 (33)
Number of RP's per order	
1) CORO	74
2) HD	0
3) TTD	6
Number within hospital/community	
1) State Hospital	12
2) Other hospital no suspension of detention (SUS)	30
3) Other hospital with unescorted SUS	36
4) Community (Conditional Discharge)	16
Number managed by MAPPA level on 31 March	
1) MAPPA Level 1	80
2) MAPPA Level 2	0
3) MAPPA Level 3	0
Number of RP's convicted of a further Group 1 or 2 crime between 1 April and 31 March	
1) MAPPA Level 1	0
2) MAPPA Level 2	0
3) MAPPA Level 3	0
No of RP's on Suspension of Detention:	
1) Who did not abscond or offend:	0
2) Who absconded	0
3) Who absconded and then offended	0
4) Where absconson resulted in withdrawal of suspension of detention	0
No of RP's on Conditional Discharge:	
1) Who did not breach conditions, were not recalled, or did not offend:	0
2) Who breached conditions (resulting in letter from the Scottish Government)	0
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 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.