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Item No: 13

Meeting Date: Wednesday 29th November 2023

Glasgow City Integration Joint Board

Report By: Susanne Millar, Chief Officer

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Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2022-2023

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 27th October 2023.

Background/Engagement:

The Scottish Government requires all Responsible Authorities to fulfil their statutory duties by 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 content of this report.

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Relevance to Integration Joint Board Strategic Plan:

The IJB has responsibility for leading the city's MAPPA arrangements, which is part of the HSCPs public protection obligations and contributes to the IJB's strategic priority Strengthening communities to reduce harm.

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.
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Personnel:	None
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Carers:	None
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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:	Completion of the annual report enables the IJB to meet its requirements under Section 11 (2) of the Management of Offenders (etc) (Scotland) Act 2005.
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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:	There are risks to the IJB if the responsibilities for the management of individuals subject to MAPPA 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

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 national and Glasgow MAPPA Annual report was 27th October 2023.
- 1.2. The MAPPA Annual report 2022-2023, lays out the operational and governance in relation to MAPPA arrangements within Glasgow, which are well established.

2. Background

- 2.1. MAPPA Glasgow continues to exceed performance indicators outlined within the [National MAPPA Guidance \(2022\)](#). Performance within MAPPA Glasgow continues to be reviewed at the MAPPA Operational Group (MOG) and the Strategic Oversight Group (SOG).
- 2.2. There is an increase of 33 category 1 offenders at liberty in comparison to last year. The most notable change is the increase in Level 2 cases (where an individual presents with indicators of risk of serious harm and may require active and alert multi-agency risk management) by the end of the reporting year. For level 2 this has amounted to an over 30% increase from 9 category 1 Level 2s to 15. There is also an increase at the end of the reporting year of category 3 offenders managed at level 2, from 4 to 9. There has been an increase in community disposal cases managed under this category who have required active multi-disciplinary management due to the risk of serious harm presented.
- 2.3. Glasgow MAPPA Strategic Oversight Group (SOG) commissioned a Significant Case Review (SCR) following Person H being charged with the Murder and Section 1 Sexual Offences (Scotland) Act 2009 (Rape) of Woman A. The aim of the SCR was to identify learning as well as areas of good practice in relation to the management of Person H. The SCR has identified 11 recommendations, 14 learning points and 7 areas of good practice which will inform a multi-agency improvement plan. Following the publication of the SCR, the SOG established an Implementation Group to take forward the learning and recommendations. The group consists of key representatives from each of the MAPPA responsible authorities, as well as MAPPA representatives from Scottish Government.
- 2.4. Within Glasgow, during the reporting period 2022 to 2023, there were 6 instances of further sexual offending which resulted in an initial notification report to the SOG. In all 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.

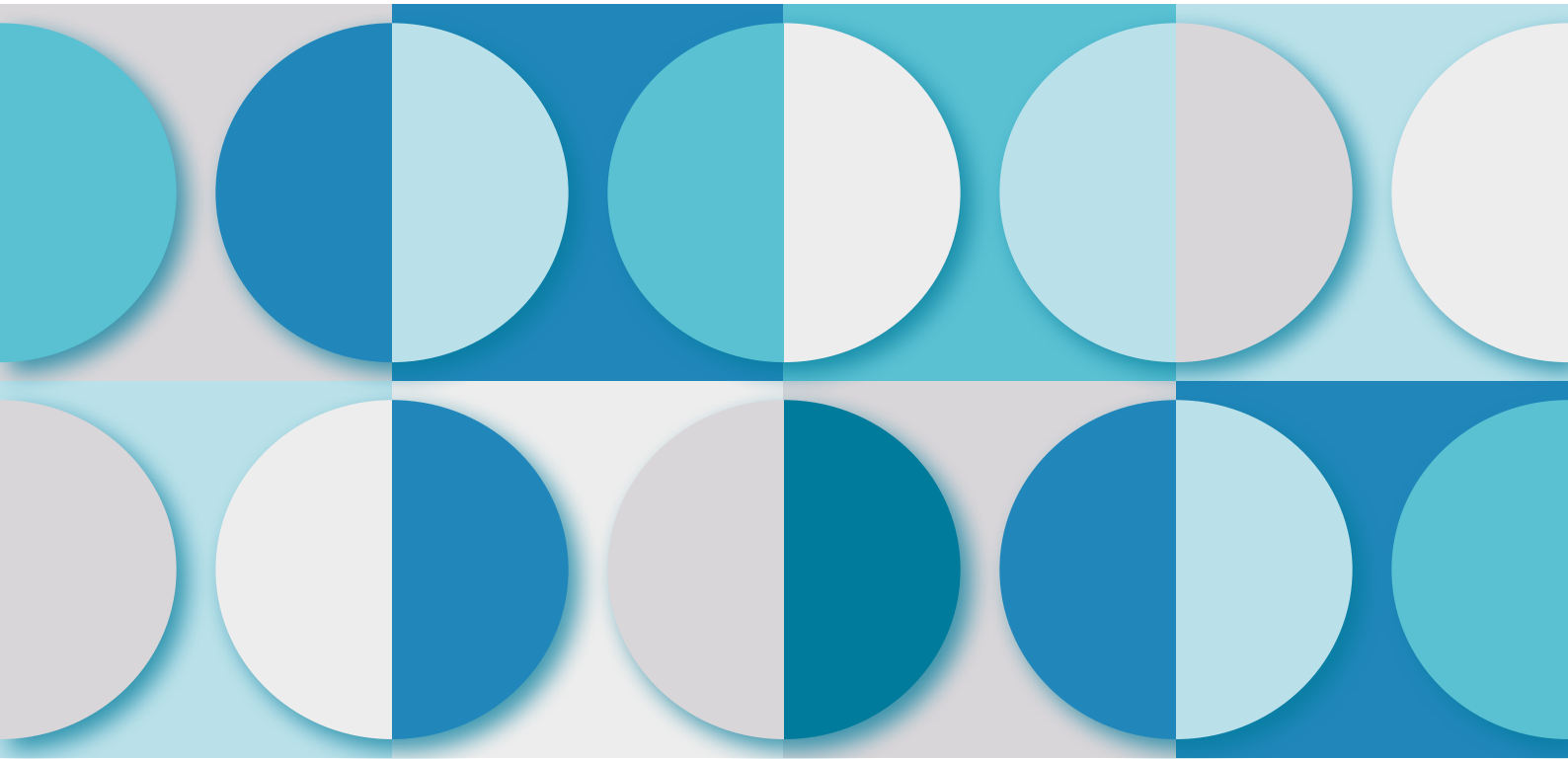
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3. Recommendations

3.1. The Integration Joint Board is asked to:

- a) Note the content of this report and the Annual Report 2022-23.



MAPPA ANNUAL REPORT 2022 – 2023

Contents

Foreword	3.
What is MAPPA	4.
Significant Case Review Activity	7.
Performance in Comparison to National Targets	9.
MAPPA Statistics	10.
Glossary	15.

Stock images used throughout, posed by models.

Foreword

This is the fourteenth annual report from Glasgow MAPPA (Multi Agency Public Protection Arrangements). MAPPA within Glasgow is established in assessing and 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. The SOG remains committed to developing strategic plans ensuring effective and up to date practice is being delivered to protect the public within Glasgow.

Glasgow MAPPA Strategic Oversight Group (SOG) commissioned a Significant Case Review (SCR) following Person H being charged with the Murder and Section 1 Sexual Offences (Scotland) Act 2009 (Rape) of Woman A. The aim of the SCR was to identify learning as well as areas of good practice in relation to the management of Person H. The SOG supports the findings and recommendations of the SCR, and as a SOG, we are fully committed to learning from the SCR and will actively look at how we can introduce recommendations and learning points to positively support the aims of MAPPA.

As chair of the SOG, I would like to take this opportunity to express my continued appreciation to our key partners who continue to support the implementation of MAPPA governance arrangements.

Pat Togher
Chair of the Glasgow Strategic Oversight Group



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:

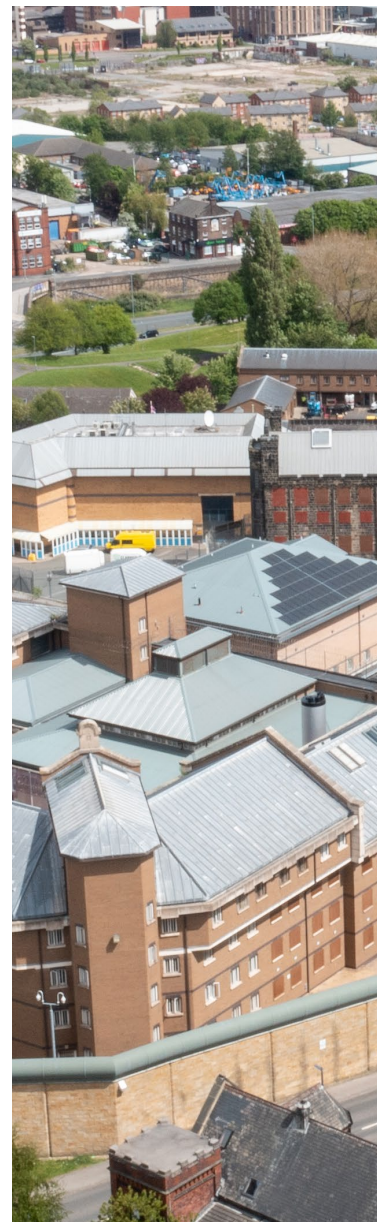
- Glasgow City Council
- Police Scotland (G Division)
- Scottish Prison Service
- Greater Glasgow and Clyde NHS in respect of Restricted Patients only

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, 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 2022



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.

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.

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 Disordered 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 may include: 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; have been assessed as posing a high or very high risk of serious harm; individuals who have been assessed as requiring active multi-agency management at level 2 or 3.



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.



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:

- Charged with an offence which resulted in the death of or serious harm to another person
- 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.
- Where it appears that a Category 1 or Category 3 offender being managed under MAPPA has died or been subject to serious harm as a direct result of his / her status as a Category 1 or Category 3 offender.
- Where an offender currently being managed under MAPPA has died or been subject to serious harm in circumstances likely to generate significant public concern.

Within Glasgow during the reporting period 2022 to 2023, there were 6 instances of further sexual offending which resulted in an initial notification report to the SOG. In all 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.

Glasgow MAPPA Strategic Oversight Group (SOG) commissioned a Significant Case Review (SCR) following Person H being charged with the Murder and Section 1 Sexual Offences (Scotland) Act 2009 (Rape) of Woman A. The offence occurred on the 28th of May 2021. Person H was managed under Multi Agency Public Protection Arrangements (MAPPA) as a Registered Sex Offender when the offence was committed. Following conviction Person H was sentenced to 19 years for the murder and 80 months for the Rape of Woman A.

The aim of the SCR was to identify learning as well as areas of good practice in relation to the management of Person H. To ensure objectivity in the review of the case, the SOG appointed an external reviewer. The SCR has identified 11 recommendations, 14 learning points and 7 areas of good practice which will inform a multi-agency improvement plan. The SOG supports the findings and recommendations of the SCR, and as a SOG, we are fully committed to learning from the SCR.



The SOG expresses their sincere condolences to the family and local community in relation to the death of Woman A. To ensure transparency the SOG decided to publish the SCR in full, with redactions in accordance with the Data Protection Act 2018.

Following the publication of the SCR the SOG established an Implementation Group to take forward the learning and recommendations. The group consists of key representatives from each of the MAPPA responsible authorities, as well as MAPPA representatives from Scottish Government.



Performance in Comparison to National Targets Activity

MAPPA Glasgow continues to meet performance indicators outlined within the National MAPPA Guidance (2022). The table below illustrates an overview of the period April 2022 to March 2023. Performance within MAPPA Glasgow continues to be reviewed at the MAPPA Operational Group (MOG) and the Strategic Oversight Group (SOG).

National Performance Indicators	Outcome
95% (previously 90%) of level 3 cases to be reviewed no less than once every 6 weeks.	Glasgow achieved 100% during the reporting period.
95% (previously 85%) of level 2 cases to be reviewed no less than once every 12 weeks.	Glasgow achieved 98% during the reporting period.
90% attendance by Duty to Co-operate (DTC) agency at an appropriate level of seniority when invited to level 2 and 3 meetings.	Appropriate attendance by DTC (100%).
90% attendance by police and social work at an agreed level of seniority at level 2 and 3 meetings including Risk Management Team Meetings in custody.	Glasgow achieved 100% during the reporting period for level 2 and 3 meetings. Data in relation to RMT attendance is not being collated.
100% written contributions for Responsible Authorities and DTCs in cases of non-attendance.	N/A DTC attended requested meetings.
100% of MAPPA initial level 3 meetings for cases in custody to take place 4 weeks prior to liberation.	Glasgow achieved 100% during the reporting period.
90% of level 2 and 3 minutes to be complete and released within 10 working days.	Glasgow achieved 94% during the reporting period.
Disclosure to be considered and recorded in the minutes at 100% in level 2 and 3 meetings.	Glasgow achieved 100% during this period.

Glasgow MAPPA Statistical Data

Registered Sex offenders (RSOs)	Number
Number of RSO's living in your area on 31/03/23	666
Per 100,000 of the population on 31/03/23	6
The number of RSOs having a notification requirement who were reported for breaches of the requirements to notify between 1/04/22 and 31/03/23	71
Number of RSOs returned to custody for a breach of statutory conditions between 1/04/22 and 31/03/23 (including those returned to custody because of a conviction)	22

Number of RSOs managed by MAPPA Category as at 31/03/2023	In Custody	At Liberty	Total
Level 1 Routine Risk Management	217	648	865
Level 2 Multi Agency Risk Management	27	15	42
Level 3 MAPPA	4	0	4

Civil Orders applied for and granted in relation to RSOs	Number
Sexual Offences Prevention Orders (SOPO) in force on 31/03/2023.	36
Sexual Offences Prevention Orders (SOPO) imposed by the court between 1/04/2022 and 31/03/2023.	5
Risk of Sexual Harm Orders in force on 31/03/2023.	0
Sexual Harm Prevention Orders (SHPOs) in force on the 31/03/23.	24
SHPOs granted by courts between 1/04/22 and 31/03/23.	1
Sexual Risk Orders (SROs) in force on 31/03/23.	0
Number of Foreign Travel Orders imposed by court between 1/04/22 and 31/03/23.	0
Number of Notification Orders imposed by courts between 1/04/22 and 31/03/23.	3

Delineation of RSOs by Gender on 31/03/23	Total	%
Male	905	99.02
Female	9	0.98
Total	914	100

Delineation of RSOs by Age on 31/03/23	Number	%
18 to 21	23	2.52
22 to 25	58	6.35
26 to 30	69	7.55
31 to 40	231	25.27
41 to 50	175	19.15
51 to 60	182	19.91
61 to 70	123	13.46
Older than 70	53	5.80
Total	914	100.00

Other Risk of Serious Harm Offenders (OROSHO's)	Number
Number of offenders managed by MAPPA level as at the 31st of March 2023	
1) MAPPA Level 2	9
2) MAPPA Level 3	0
Number of offenders convicted of a further group 1 or 2 Crime	
1) MAPPA Level 2	3
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).	3
Number of notifications made to Job Centre Plus under Management of Offenders Act 2005	3

Managed under Statutory Supervision and/or Notification requirements on 31/03/23	Number	%
RSOs on Statutory Supervision	244	26.70
RSOs Subject to Notification Only	670	73.30
Total	914	100.00

Number of Restricted Patients	Number
The Health Board(s) in your MAPPA region had responsibility for on 31 March 2023	110(29)
The Health Board(s) in your MAPPA region had responsibility for during the reporting year (1 April 2022 to 31 March 2023)	115(36)
Number within hospital / community as at 31 March:	
State Hospital	10
Other hospital in your area:	77
Community (conditional discharge)	23
Number managed by MAPPA Level as at 31 March:	
MAPPA Level 1	110
MAPPA Level 2	0
MAPPA Level 3	0
Number of RPs recalled by Scottish Ministers during the reporting year	1

Glossary

Number of Restricted Patients	Number
DTC	Duty to cooperate. The DTC person or bodies in Scotland are listed within the Management of Offenders Act 2005.
INR	Initial Notification Report 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.

