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Item No: 15

Meeting Date: Wednesday 29th January 2025

Glasgow City Integration Joint Board

Report By: Pat Togher, Chief Officer

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Multi Agency Public Protection Arrangements (MAPPA) Annual Report 2023-2024

Purpose of Report:

The purpose of this report is to highlight to the IJB the Annual Multi Agency Public Protection Arrangements (MAPPA) report that was published on 29th November 2024.

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 MAPPAs arrangements. Reference to MAPPAs is made in the Justice aspects of the Strategic Plan.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome(s):	MAPPAs 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 MAPPAs are not met.
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Implications for Glasgow City Council:	As above there are reputational and legal risks if the IJB's 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 Multi Agency Public Protection Agency (MAPPA) Area must publish an Annual Report. The publication date for the national and Glasgow MAPPA Annual report is 29th November 2024 and is attached to this report as Appendix 1.
- 1.2. This is the fifteenth annual report from Glasgow MAPPA. MAPPA within Glasgow is very well established in assessing and managing the risk posed by the registered sex offenders, restricted patients, and other risk of serious harm offenders. The MAPPA Annual report 2023-2024, lays out the operational and governance in relation to MAPPA arrangements within Glasgow, which are well established.

2. Background

- 2.1. Performance within MAPPA Glasgow continues to be reviewed at the MAPPA Operational Group (MOG) and the Strategic Oversight Group (SOG).
- 2.2. The annual report highlights that Glasgow has met 6 out of the 8 National Performance Indicators (NPIs). In relation to the NPI, 100% of written contributions for Responsible Authorities and Duties to Cooperate (DTCs) in cases of non-attendance, there was a reduction to 97%. There was also a reduction to 81% from the 90% for level 2 and 3 minutes to be complete and released within 10 working days NPI. Upon review of the circumstances relating to this, this was resource related, which has been discussed at the SOG. No on-going actions are required to manage this.
- 2.3. Of note, there was an increase from 914 to 987 (73) of category 1 offenders at liberty in comparison to last year. The increase relates to an increase in police led cases from last year (676) compared to this year's report (739). In comparison for Social Work led cases, there has been a reduction from 248 to 244. The number of Category 3 Level 2 cases reduced from 9 to 7 over the reporting period.
- 2.4. Within Glasgow during the reporting period 2023 to 2024, there were 21 instances which resulted in an Initial Notification Report (INR) to the SOG. The SOG concluded in all cases that no further review was required. This was because risk management processes were in place.
- 2.5. Following the publication of the Significant Case Review (SCR) in relation to Person H the Strategic Oversight Group (SOG) established an Implementation Group consisting of key representatives from MAPPA responsible authorities and representatives from Scottish Government to take forward the learning and recommendations. The group remain committed to the implementation of the learning and recommendations from the SCR. Out of the 14 learning points 1 is currently in progress, and 13 have been implemented. In relation to the 11 recommendations, 5 are currently in progress and 6 have been taken forward.

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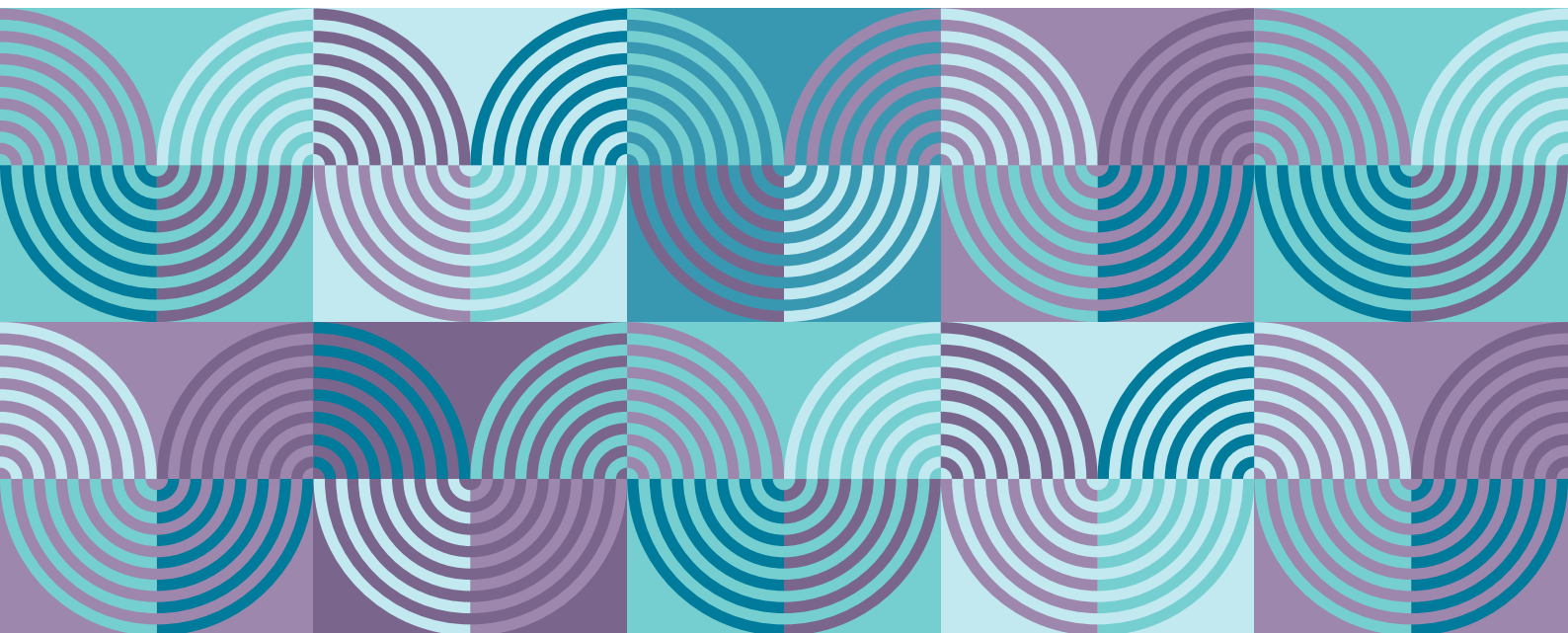
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3. Recommendations

3.1. The Integration Joint Board is asked to:

a) Note the content of this report.

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MAPPA ANNUAL REPORT 2023 – 2024



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Stock images used throughout, posed by models.

Foreword

This is the fourteenth annual report from Glasgow MAPPA (Multi Agency Public Protection Arrangements (MAPPA)). MAPPA within Glasgow is very well established in assessing and managing the risk posed by the registered sex offenders, restricted patients, and other risk of serious harm offenders. Over the past year, Glasgow MAPPA has continued to ensure community safety through coordinated efforts and strategic planning.

MAPPA is subject to rigorous reviews both locally in Glasgow and nationally. Meetings between the Scottish Government and the Chairs of the Strategic Oversight Group (SOG) serve as a cornerstone for these reviews. During these meetings, they develop and evaluate strategic plans, discuss various practice issues, and ensure that the arrangements for MAPPA are as robust as possible.

Within Glasgow the SOG plays a pivotal role, they are tasked with ensuring that MAPPA adheres to agreed standards, and that the Duty to Cooperate and Responsible Authorities are working to effectively mitigate the risks posed by individuals subject to MAPPA. One of the key responsibilities of the SOG is to ensure that MAPPA is performing to the highest standards. This involves regular assessments and adjustments to practices to meet the established guidelines. Collaboration is another cornerstone of their efforts. By fostering strong cooperation between Duty to Cooperate and Responsible Authorities, they enhance the overall effectiveness of risk management and community protection.

Throughout the year, Glasgow MAPPA has demonstrated a steadfast commitment to public safety. The collaboration between various authorities and the strategic oversight provided by the SOG has been crucial in managing individuals subject to MAPPA and ensuring community protection. I would like to acknowledge and thank all key partners who have contributed to the commitment to protect the public and manage offenders effectively.

Lynsey Smith
Chair of the Glasgow Strategic Oversight Group



Image courtesy of Glasgow Life / Paul Watt Photography

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 . 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** - 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.



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 the 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 are 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:** 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:** Most 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

Responsible Authorities have a specific duty to report any incident which comes under the Initial Notification guidance for an who is subject to MAPPA arrangements:

- 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.

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.

Within Glasgow during the reporting period 2023 to 2024, there were 21 instances which resulted in an initial notification to the SOG. The SOG concluded that no further review was required. This was because risk management processes were in place.

Following the publication of the Significant Case Review (SCR) in relation to Person H, the SOG established an Implementation Group consisting of key representatives from MAPPA responsible authorities and representatives from Scottish Government to take forward the learning and recommendations. The group remain committed to the implementation of the learning and recommendations from the SCR. Out of the 14 learning points 1 is currently in progress, and 13 have been implemented. In relation to the 11 recommendations, 5 are currently in progress and 6 have been taken forward.



Performance in Comparison to National Targets

The MAPPA Operational Group (MOG) and the Strategic Oversight Group (SOG) continue to review National Performance Indicators (NPIs), within the reporting period April 2023 to March 2024 MAPPA Glasgow has met all NPIs as illustrated in the below table.

National Performance Indicators	Outcome
95% of level 3 cases to be reviewed no less than once every 6 weeks.	Glasgow achieved 100% during the reporting period.
95% of level 2 cases to be reviewed no less than once every 12 weeks.	Glasgow achieved 100% during the reporting period.
90% attendance by Duty to Cooperate (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.	Glasgow achieved 97% during the reporting period.
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 81% during the reporting period. Upon review of the circumstances relating to this, this was resource related, which has been discussed at the SOG. No ongoing actions are required to manage this.
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 Registered Sex Offenders:	987
At liberty and living in your area on 31st March 2024	710
Number of RSOs returned to custody for a breach of statutory conditions between 1/04/23 and 31/03/24 (including those returned to custody because of a conviction).	10
Number of RSO subject to formal disclosure between 1st April 2023 and 31st March 2024	0

Number of RSOs managed by MAPPA Category as at 31/03/2024	In Custody	At Liberty	Total
Level 1 Routine Risk Management	247	700	947
Level 2 Multi Agency Risk Management	26	10	36
Level 3 MAPPA	3	0	3

Managed under Statutory Supervision and / or Notification requirements on 31/03/24	Number	%
RSOs on Statutory Supervision	248	25.13
RSOs Subject to Notification Only	739	74.87
Total	987	100.00

Civil Orders applied for and granted in relation to RSOs	Number
Sexual Offences Prevention Orders (SOPO) in force on 31/03/2024.	31
Sexual Offences Prevention Orders (SOPO) imposed by the court between 1/04/2023 and 31/03/2024.	1
Risk of Sexual Harm Orders in force on 31/03/2024.	0
Sexual Harm Prevention Orders (SHPOs) in force on the 31/03/24	31
SHPOs granted by courts between 1/04/23 and 31/03/24	3
Sexual Risk Orders (SROs) in force on 31/03/24	0
Number of Foreign Travel Orders imposed by court between 1/04/23 and 31/03/24	0
Number of Notification Orders imposed by courts between 1/04/23 and 31/03/24	2

Delineation of RSOs by Gender on 31/03/24	Total	%
Male	979	99.19
Female	8	0.81
Total	987	100.00

Delineation of RSOs by Age on 31/03/24	Number	%
18 to 21	26	2.63
22 to 25	61	6.18
26 to 30	88	8.92
31 to 40	253	25.63
41 to 50	210	21.28
51 to 60	167	16.92
61 to 70	131	13.27
Older than 70	51	5.87
Total	987	100.00

Delineation of RSO's by ethnicity on 31/03/24		
Ethnic Origin	Number	%
White Scottish	595	60.28
Other British	66	6.69
Irish	3	0.30
Polish	8	0.81
Other white ethnic group	12	1.22
Mixed or multiple ethnic group	3	0.30
Pakistani, Pakistani Scottish or Pakistani British	29	2.94
Indian, Indian Scottish or Indian British	9	0.91
Chinese, Chinese Scottish or Chinese British	2	0.20
Asian, Bangladeshi, Bangladeshi Scottish, or Bangladeshi British	2	0.20
Other Asian	12	1.22
African, African Scottish or African British	25	2.53
Other African	13	1.32
Caribbean, Caribbean Scottish or Caribbean British	1	0.10
Black, Black Scottish or Black British	1	0.10
Arab, Arab Scottish or Arab British	11	1.11
Other ethnic group	13	1.32
Not Known	14	1.42
Data Not Held	168	17.02
Total	987	100.00

Other Risk of Serious Harm Offenders (OROSHO's)	Number
Number of offenders managed by MAPPA level as at the 31st of March 2024	
1) MAPPA Level 2	7
2) MAPPA Level 3	0
Number of offenders convicted of a further group 1 or 2 Crime	
1) MAPPA Level 2	0
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).	1
Number of notifications made to Job Centre Plus under Management of Offenders Act 2005	2

Number of Restricted Patients	Number
The Health Board(s) in your MAPPA region had responsibility for on 31 March 2023	90 (33)
The Health Board(s) in your MAPPA region had responsibility for during the reporting year (1 April 2022 to 31 March 2023)	97
Number within hospital/community as at 31 March:	
State Hospital	11
Other hospital in your area:	64 (33)
Community (conditional discharge)	26
Number managed by MAPPA Level as at 31 March:	
MAPPA Level 1	90
MAPPA Level 2	0
MAPPA Level 3	0
Number of RPs recalled by Scottish Ministers during the reporting year	2

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: 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
SHPO	Sexual Harm Prevention Order: A statutory Order which can be imposed by the court on any individual who poses a risk of harm to the public in the United Kingdom and / or children or vulnerable adults abroad, including on individuals without a relevant conviction.
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.

