
Report To:	Community Health & Care Partnership Sub Committee	Date:	23rd October 2014
Report By:	Brian Moore Corporate Director Inverclyde Community Health & Care Partnership	Report No:	CHCP/49/2014/SMc
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Subject:	Multi-Agency Public Protection Arrangements (MAPPA)		

1.0 PURPOSE

- 1.1 The purpose of this report is to inform the CHCP Sub Committee of amendments to the MAPPA Guidance, the work currently being undertaken by the MAPPA Extension Advisory Group and the plans to conduct a Joint Thematic Review of MAPPA.

2.0 SUMMARY

- 2.1 The fundamental purpose of the Multi-Agency Public Protection Arrangements (MAPPA) is public protection and managing the risk of serious harm. MAPPA is not a statutory body in itself but is the mechanism through which the responsible authorities discharged their statutory responsibilities and protect the public in a co-ordinated manner.
- 2.2 The Public Protection Unit, within the Scottish Government's Safer Communities Directorate, has lead responsibility for maintaining the MAPPA Guidance. The Guidance details the agreed processes which Responsible Authorities and multi-agency partners are required to work through with MAPPA offenders. It also details expectations with regard to governance arrangements and reporting requirements. This latest Guidance, which is an update of the 2012 version, was published on the Scottish Government website on Friday 20th June 2014
- 2.3 Whilst the structure and order of certain chapters have been amended from the 2012 version, the context and meaning of the Guidance remain unchanged. The main development in the 2014 version is in the Document Set, which aims to facilitate an active and alert approach to risk management. It is recognised that the inclusion of the new Document Set will require changes in how MAPPA is administered and as such will require a period of time to implement effectively. The requirement to use the new document set will not apply until December 2014.
- 2.4 The Public Protection Unit is also the Chair of the MAPPA Extension Group, which includes representatives from Police Scotland, Scottish Prison Service, NHS Scotland, Risk Management Authority and Social Work Scotland (formally the Association of the Directors of Social Work). This Group is working on extending the category of offender who falls within the remit of MAPPA. Currently this is limited to Registered Sex Offenders and Restricted Patients. The proposal is to include those who by virtue of their conviction are considered to pose a risk of serious harm. Opening MAPPA up to violent offenders, which includes a suggestion of those posing a risk related to organised crime or terrorism, will undoubtedly have an impact on resourcing.

2.5 A short life working group has also been established to consider a Joint Thematic Review of MAPPA. The group has only met twice and is still in the throes of agreeing its membership as well as the scope of the review itself. It is envisaged that the fieldwork part of the review will take place between April and June 2015.

3.0 RECOMMENDATIONS

3.1 The CHCP Sub Committee is asked to note the contents of this report.

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Care Partnership**

4.0 BACKGROUND

- 4.1 The Multi-Agency Public Protection Arrangements (MAPPA), are a set of statutory partnership working arrangements introduced in 2007 by virtue of Section 10 and 11 of The Management of Offenders etc. (Scotland) Act 2005.
- 4.2 Currently the geographic model for MAPPA in Scotland is aligned to the 8 Community Justice Authorities. Inverclyde is part of the North Strathclyde Community Justice Authority, which also includes Renfrewshire, East Renfrewshire, Argyll and Bute and West and East Dunbartonshires. Although the Scottish Government have intimated that they have no wish to change this model, the current consultation over future community justice structures, which will lead to the abolition of Community Justice Authorities, could have an impact on this configuration.
- 4.3 At present MAPPA processes in Scotland are applied to Registered Sex Offenders and Restricted Patients. As noted earlier there are proposals to extend the category of offender to be included. This work is being taken forward nationally by the Public Protection Unit and supported by lead MAPPA agencies.
- 4.4 The Responsible Authorities are defined in Section 10(7) of the Management of Offenders etc. (Scotland) Act 2005. They are:
- The Chief Constable of a police force maintained for a police area, any part of which is comprised within the area of the local authority;
 - The local authority;
 - A Health Board or Special Health Board for an area any part of which is comprised within the area of the local authority (for Restricted Patients only); and
 - Scottish Prison Service (for offenders whilst in custody)
- 4.5 The MAPPA Guidance summarises the primary roles for each Responsible Authority. For the local authority the focus is on those MAPPA offenders subject to statutory supervision. Although responsibility primarily lies with the Chief Social Work Officer, the role of other local authority services, such as housing and education, is also commented upon.
- 4.6 The MAPPA Guidance identifies three levels of risk which can be managed under MAPPA:
- Level 1 (routine risk management and can be managed by one Responsible Authority)
 - Level 2 (management requires active multi-agency involvement)
 - Level 3 (due to complexity and unusual/intensive resource commitment case requires oversight of senior management. Potential for media interest and/or reputational damage to managing agencies.)
- 4.7 As noted earlier the main change to the MAPPA guidance 2014 has been in relation to the MAPPA Document Set. The basic Minute template from 2012 has been replaced with three new documents: a Minute template; Risk Assessment template; and a Contingency template.
- 4.8 The new Document Set is predicated on the Risk Management Authority's Framework for Risk Assessment, Management and Evaluation (FRAME). This promotes consistent and proportionate practice by proposing a tiered approach in which the same standards, principles and practice process apply, but are delivered proportionate to the risk. The Document Set's Contingency template supports a risk management approach that is active and alert to the risk of serious harm.
- 4.9 There is an expectation within the new Document Set that operational staff, notably Police and Criminal Justice social workers, identify the appropriate monitoring, supervision, intervention and victim safety planning needs prior to the MAPPA meeting. There is also an expectation that the drafting of contingency and risk management plans should be co-produced by relevant MAPPA agencies and then taken to the MAPPA meeting for ratification. This is new work, in terms of adding a further stage to the MAPPA process (i.e. pre-MAPPA meeting) and in relation to formalising thinking around victim safety and contingency planning.

- 4.10 Training materials to support the implementation of the new Document Set are currently being developed. This work is being taken forward by the Scottish Government in conjunction with the national Document Set working group and Community Justice Authority Training and Development Officers. As noted earlier a lead-in time for using the revised documentation of December 2014 has been given.
- 4.11 As noted previously there are plans to extend the category of offender included within the MAPPA process which will have resource implications. Any assessment of the impact on resourcing will be dependent on the extension criteria which are finally agreed upon. Currently it is being suggested that this should be formulated around the prevention of serious harm rather than violence specifically, which would enable those posing a risk related to serious organised crime or terrorism to be captured. It is thought that the extension project is unlikely to complete its work before the end of 2014.
- 4.12 It is anticipated that there will be a launch event regarding the Joint Thematic Review of MAPPA late October 2014. This will hopefully provide more detail on the scope of the Review. It has been mooted that the self-assessment questionnaire will be completed by MAPPA Strategic Oversight Groups. There will therefore be eight responses, reflecting the eight Community Justice Authority areas. In relation to case file audits, all Level 3 cases will be audited as well as 10% of Registered Sex Offenders from each local authority, with a spread of risk categories. The way in which case files will be audited is still subject to discussion, given the complexity around this in that pertinent information is held in different agency systems.

5.0 PROPOSALS

5.1 Revised Document Set

There are challenges for both Police and Criminal Justice Social Work, who in most instances act as the lead agencies within MAPPA, in terms of their ability to respond to the increased work commitment and logistics for sharing and reviewing the new Document Set. There are also issues surrounding Police Scotland's ability to provide an analysis of offending when they do not currently undertake risk assessments that assess for the risk of serious harm.

- 5.2 As noted previously training materials are being developed for local delivery to ensure that all those involved in using the revised document set receive the necessary training prior to use. It is anticipated that the North Strathclyde Community Justice Authority MAPPA Co-ordinator and North Strathclyde Community Justice Authority Training and Development Officer, will be expected to play a key role in the delivery of such training.

- 5.3 The North Strathclyde Community Justice Authority MAPPA Co-ordinator in consultation with the North Strathclyde Community Justice Authority MAPPA Document Set Working Group, has also drawn up a proposed process map for how and when the risk assessment, contingency and risk management plan should be undertaken. This will be presented to the North Strathclyde Community Justice Authority MAPPA Operational Group on 13th August 2014 for their consideration.

5.4 MAPPA Extension

Inverclyde Criminal Justice Service will continue to contribute to the work of the MAPPA Extension Group both directly through responding to requests for information/comment in relation to scoping the issues, timescales and resources required to implement the MAPPA extension and indirectly through attendance at the Social Work Scotland Criminal Justice Standing Committee. As noted previously, the extension project is unlikely to complete its work before the end of 2014.

5.5 Joint Thematic Review

Inverclyde Criminal Justice Service, North Strathclyde Community Justice Authority Strategic Oversight Group and North Strathclyde Community Justice Authority MAPPA Operational Group will over the coming months be working in partnership to prepare for the thematic review, both in terms of briefing relevant staff and ensuring opportunities afforded through the proposed self-assessment activity, to reflect on the effectiveness and efficiency of our use of MAPPA processes, are fully utilised.

6.0 IMPLICATIONS

Finance

- 6.1 The extension of the MAPPA arrangements to include violent offenders will have resource implications for local authority Criminal Justice Services. As commented upon in 4.11 the impact on resourcing will be dependent on the extension criteria finally agreed upon. Inverclyde Criminal Justice Service, as noted in 5.4, is actively participating in work currently underway to scope such issues.

Financial Implications:

One off Costs

Cost Centre	Budget Heading	Budget Years	Proposed Spend this Report £000	Virement From	Other Comments
N/A					

Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Annual Net Impact £000	Virement From (if Applicable)	Other Comments
N/A					

Legal

- 6.2 None at this time.

Human Resources

- 6.3 None at this time.

Equalities

- 6.4 None at this time, although recognition will be given to the wider and associate equalities agenda.

Has an Equality Impact Assessment been carried out?

<input type="checkbox"/>	YES (see attached appendix)
<input checked="" type="checkbox"/>	NO – This report does not introduce a new policy, function or strategy or recommend a change to an existing policy, function or strategy. Therefore, no Equality Impact Assessment is required.

Repopulation

- 6.5 No issues.

7.0 CONSULTATION

7.1 No consultation was required.

8.0 BACKGROUND PAPERS

8.1 None.