

JMAPPA

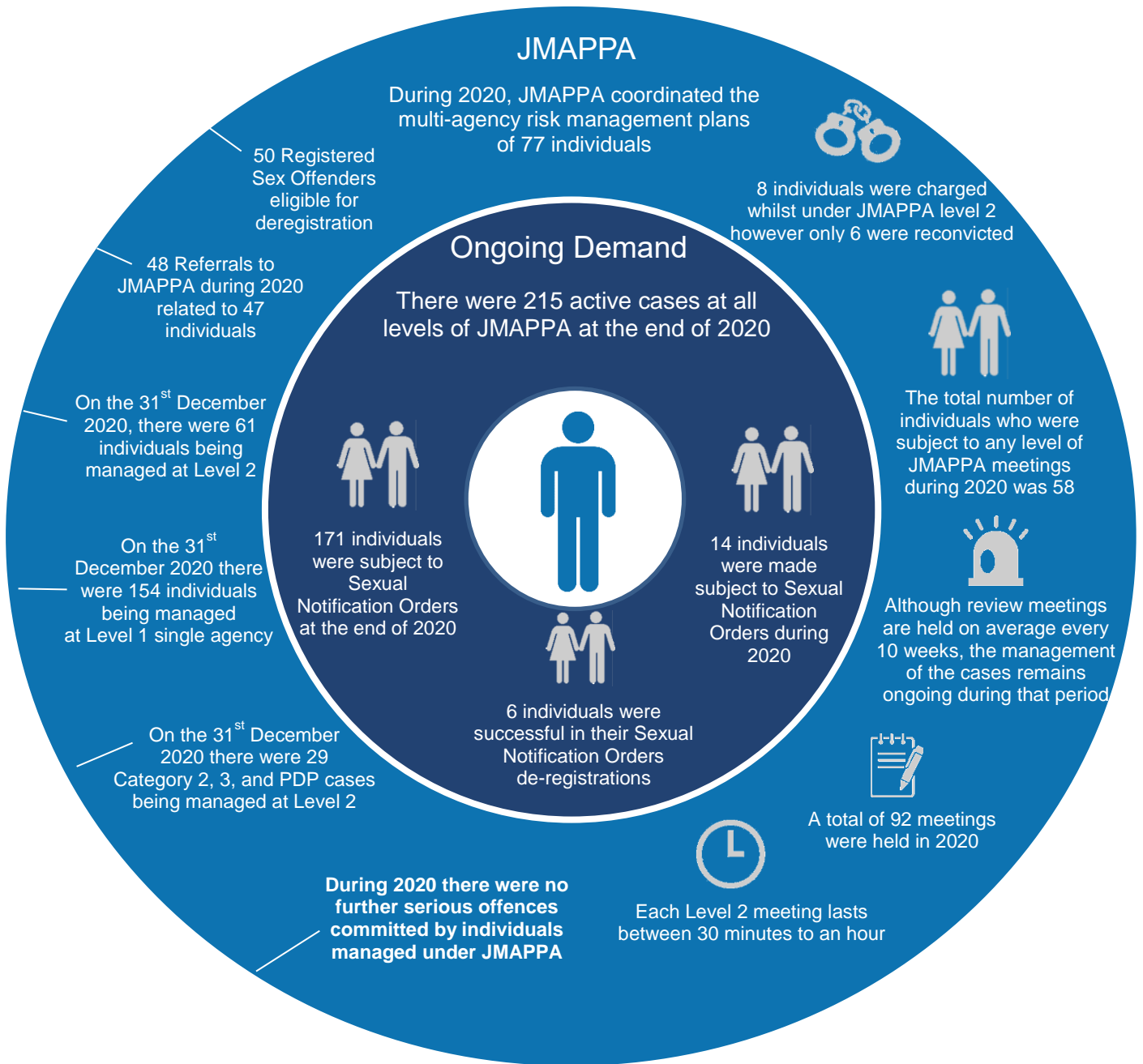
JERSEY MULTI AGENCY PUBLIC PROTECTION ARRANGEMENTS



Annual Report 2020

R.58/2021

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JMAPPAs's main aims are to protect the public and help individuals not to offend or reoffend.

JMAPPAs allows agencies to assess and manage individuals on a multi-agency basis by working together, sharing information and meeting, as necessary, to ensure that effective plans are put in place.



JMAPPA Annual Report 2020

On behalf of the Strategic Management Board (SMB) for Jersey Multi Agency Public Protection Arrangements (JMAPPA), it is my pleasure to submit and introduce the Annual Report for 2020.

2020 marks the 10th anniversary of the Sexual Offenders (Jersey) Law 2010 and 9 years since the introduction of JMAPPA. Since that time JMAPPA has overseen the management of the islands most serious violent and sexual offenders.

The key aim of JMAPPA is to ensure the protection of public by ensuring robust assessment and management of those individuals in our communities who have committed serious acts of violent or sexual offending. This cannot be delivered by one agency alone, hence the need for the co-operation of agencies across a full range of disciplines.

I would especially like to mention the incredible resilience demonstrated by all JMAPPA partners since March 2020 and the outbreak of the Covid-19 pandemic.

As a result of this, and the hard work of the JMAPPA team to establish the delivery of JMAPPA on a remote basis, we have been able to continue to work under a set of very different circumstances. Despite the challenges faced in 2020, we have maintained our ability to support and challenge offenders as well as protecting victims from further harm.

During 2020, JMAPPA coordinated the multi-agency risk management plans of 77 individuals. This number is similar to those in 2019 which was 70. The total number of individuals entering the JMAPPA process during 2020 was 47.

The total number of offenders subject to sex offender Notification Orders in Jersey at the end of 2020 was 171, with 14 new registrations during 2020. 46 of these people were in custody, 79 in the community and 46 were residing outside of Jersey on a temporary/permanent basis. At the time of writing, the majority of these individuals were being managed by a single agency, whilst 32 were being managed through the partnership arrangements.

At the end of 2020, a total of 215 individuals were being managed at all levels of JMAPPA, 61 individuals (including individuals subject to Notification Orders) were actively managed at JMAPPA level 2 or 3. The majority of these cases were managed at JMAPPA level 1 (single agency) with a resultant demand on the resources of those lead agencies. This responsibility has largely fallen to the Police with a smaller number being managed by Probation, Prison and other partnership agencies. The majority of referrals made into JMAPPA come from the Probation Service who write the Social Enquiry Reports and undertake specialist assessments for the Courts.

The number of reconvictions during 2020 of those clients managed through this multi-agency process remained consistently low with 6 offenders being reconvicted of further offences. None of these offences were so serious to require a Serious Case Review.

To conclude this introduction, I wish to say a very heartfelt thank you to all partners and staff involved in the JMAPPA processes across Jersey and the UK for the commitment to engage and work together to protect victims, the public, and manage risk through partnerships.

Stewart J Gull QPM
Detective Superintendent
Chair of JMAPPA SMB
March 2021

1.1 What is JMAPP?

JMAPP stands for Jersey Multi-Agency Public Protection Arrangements. It is the process through which criminal justice, statutory and voluntary agencies can share information, make plans and work together to manage the risks posed by individuals who have committed, or are assessed as likely to commit, acts of violence or sexual offences.

Jersey's Multi-Agency Public Protection Arrangements (JMAPP) were implemented in 2011 when the Sex Offenders (Jersey) Law 2010 came into force. In pursuance of Article 28 of that law, arrangements to assess and manage sexual, violent and dangerous offenders, together with potentially dangerous persons were made. The purpose of JMAPP is to protect the public by coordinating the management of individuals assessed as posing a risk of serious harm to others.

These arrangements were made with the agreement of the Ministers of the departments and with the cooperation of 'Office Holders', departments who have a 'Duty to Cooperate' and 'Interested Parties' as detailed in the aforementioned law.

The Office Holders are the Chief of Police, Chief Probation Officer, Prison Governor and the Chief Officer of Customs and Immigration. The Ministers of the departments who are identified as agencies who have a 'Duty to Cooperate' are Justice and Home Affairs, Health and Community Services, Children, Young People, Education and Skills and Customer and Local Services. 'Interested Parties' includes, but is not restricted to, the Connétables, Comité des Chefs de Police, together with organisations that provide rented housing accommodation, accommodation for the homeless, support for children in need or at risk and support for victims of domestic and sexual abuse.

JMAPP is not a statutory body; rather it is a mechanism through which agencies can, in a coordinated manner, discharge their statutory responsibilities and wider obligations with reference to protecting the public.

The JMAPP Guidelines were premised on the MAPPA Guidance which is applied in England and Wales. The JMAPP process is overseen by the Strategic Management Board (SMB) which consists of Chief Officers or their representatives from the Police, Prison, Probation, Customs and Immigration, Customer and Local Services (CLS), Strategic Policy, Planning and Performance (SPPP), Children, Young People, Education and Skills (CYPES), and Health and Community Services Departments.

The period an offender remains a JMAPP offender varies significantly. Some will be JMAPP offenders for life (for example someone subject to Notification Orders who never applies or is not successful in de-registration) and some for less than 6 months. The period will be dependent upon the offence committed and the sentence imposed and any ongoing risks.

Individuals remain subject to JMAPP for three months after the latest date of each and any of the following:

- Release from custody.
- End of post-custodial licence.
- End of Probation or Community Service Order.
- Reduction to Level 1 management.
- Removal of sex offender notification requirements.

1.2 Who is managed through JMAPP A?

There are four categories of JMAPP A-eligible offenders:

- **Category 1 Offenders (Sex Offenders):** All offenders subject to notification requirements under Sex Offenders (Jersey) Law 2010.
- **Category 2 Offenders (Violent Offenders):** An offender who has been sentenced for their most recent violent offence to:

12 months in custody or longer or a Treatment Order (with or without restrictions) or a Guardianship Order under the Mental Health (Jersey) Law 2016.
- **Category 3 Offenders:** Individuals with a criminal conviction (current or historic) or a defendant who does not have capacity to participate effectively in court proceedings as determined under the Mental Health (Jersey) Law 2016
and
is assessed as posing a risk of serious harm but does not meet Category 1 or 2 criteria.
- **Potentially Dangerous Persons (PDPs):** Individuals with no criminal conviction but assessed as posing a risk of serious harm.

The criteria for Category 1 and 2 cases is unambiguous. All offenders within these categories must be identified as JMAPP A cases and managed through the JMAPP A process at one level or another.

The thresholds for Categories 3 and PDP are more subjective and are based on the referring agency's assessment of the risk of serious harm posed.

Serious harm can be defined as an event, which is life threatening and/or traumatic, from which recovery, whether physical or psychological, can be expected to be difficult or impossible. Risk of serious harm is the likelihood of this event happening. It should be recognised that the risk of serious harm is a dynamic concept and should be kept under regular review.

1.3 Management Levels

All JMAPPAs clients are assessed to establish the level of risk of harm they pose to the public. Risk management plans are then agreed for each client to manage those risks.

JMAPPAs allows agencies to assess and manage individuals on a multi-agency basis by working together, sharing information and meeting, as necessary, to ensure that effective plans are put in place.

There are three levels of JMAPPAs management. They are mainly based upon the level of multi-agency cooperation required but higher risk cases tend to be managed at levels 2 and 3. Clients will move up and down the levels as appropriate.

The management level does not directly correspond with severity of offending behaviour. There are many cases involving serious harmful offending that are managed at the lowest JMAPPAs level – Level 1.

- **Level 1 Management**

At any one time, the majority of JMAPPAs cases are managed at Level 1.

There should be the same level of cooperation and information sharing between partners at Level 1 as there is at the higher management levels (2 and 3).

At Level 1 management, it is assessed as defensible for the case to be managed within the risk management protocols of one identified agency. Typically, this will be the States of Jersey Police, Jersey Probation and Aftercare Service and the States of Jersey Prison Service though other agencies may be identified as the lead agency on a case-by-case basis.

It is important to highlight that the Level 1 lead agency is not solely responsible for the risks posed by the identified individual. Regardless of the management level and identified lead agency, all partner agencies at all times retain their full statutory responsibilities and obligations to public protection.

- **Level 2 Management**

At Level 2, the level of risk is assessed as sufficiently high to require a coordinated information sharing, assessment and risk management approach. Level 2 management arrangements are framed around a formal multi-agency meeting structure. The purpose of the JMAPPAs Level 2 meeting is to enhance, not override, the continuous multi-agency risk management of a case. It is vital that professionals are empowered to react to dynamic changes in circumstances and risk regardless of JMAPPAs status or management level.

- **Level 3 Management**

Level 3 is the highest level of JMAPPAs management and is reserved for the management of the critical few very high-risk public protection cases.

The key difference between Level 2 and Level 3 is the requirement for exceptional resource allocation or strategic level intervention in the risk management arrangements. Attendees at Level 3 are senior management level – e.g. Detective Superintendent of the States of Jersey Police, Chief Officer or Team Manager of the Jersey Probation and Aftercare Service and member of the Jersey Prison Service Management Board.

2. Key Findings 2020

- On 31 December 2020, there were 215 offenders under JMAPPAs management in Jersey.
- Of these, 172 were Category 1 offenders (Registered Sexual Offenders), 27 were Category 2 offenders (mainly violent offenders) and 16 were Category 3/PDP offenders.
- There were 154 offenders under Level 1, single agency management, and 61 under Level 2 multi-agency management.
- The population of JMAPPAs offenders on 31 December continues to increase. The total in 2020 was higher than in 2019 (193).

Categories of offenders

- The number of Category 1 offenders under JMAPPAs has been growing yearly. The total on 31 December 2020 was higher than in the last year (164).
- The number of Category 2 offenders under JMAPPAs on 31 December increased by 7 individuals. The total in 2020 was 27.
- The number of Category 3/PDP offenders also increased to 16 in 2020, compared to 9 in 2019.

Management level

- On 31 December 2020, there were 61 individuals being managed at level 2, being managed by multi-agency.

Registered Sex offenders

- There were 171 Registered Sexual Offenders on 31 December 2020. This is an increase from 164 on 31 December 2019 and continues a trend of successive annual increases.
- There were 14 new registered Sex Offenders in 2020. This is a noticeable decrease as there were 31 new registered sex offenders in 2019.
- The number of de-registrations has remained the same with a total of 6 persons de-registered.

Serious further offences

- There were no serious further offences committed by individuals being managed at JMAPPAs level's 2 or 3. There were no Serious Case Reviews.

Annual Audit

- An Annual Audit was carried out by Partnership leads regarding the performance of the arrangements throughout 2020. Key findings included;
 - The majority of the responses did not find that Covid-19 impacted JMAPPAs or affected JMAPPAs risk management plans and their implementation;
 - Half felt that actions or services that they would normally have suggested at JMAPPAs for the risk management plan were impeded by Covid-19 as it was not possible to see people in person and/or have meaningful interaction;
 - Covid-19 did not affect anyone's attendance at JMAPPAs or which cases their agency referred to JMAPPAs.

3. JMAPP 2020 Management

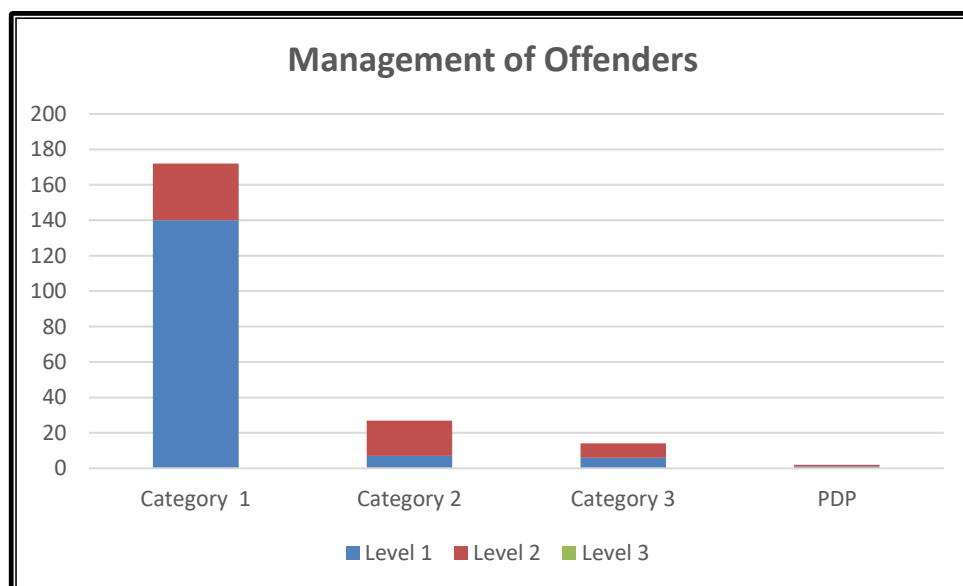
Some individuals were referred to JMAPP more than once due to changing circumstances. As an example, because cases are being referred sooner into JMAPP, this could mean a case could be archived before a Court sentencing. If the sentence falls within JMAPP Category 1 or 2 then the individual will be referred to JMAPP again so that up to date information is received by the Coordinator.

On 31 December 2020, 215 offenders were being managed under JMAPP.

Most of the offenders were Category 1 offenders managed at Level 1.

JMAPP Eligible Offenders as of 31 December 2020					
	Category 1	Category 2	Category 3	PDP	Total
Level 1	140	7	6	1	154
Level 2	32	20	8	1	61
Level 3	0	0	0	0	0
Total	172*	27	14	2	215

*There were 171 Registered Sex Offenders at the end of 2020. JMAPP had 172 Category 1 offenders as individuals' remains under JMAPP for 3 month's post deregistration. See "What is JMAPP" for further information.



Sentencing guidelines contribute to changes in the number of Registered Sexual Offenders, and the number of people convicted of sexual offences increased steadily. Additionally, many sex offenders have to register for long periods of time, with offenders being registered for life (although they do have a right of apply for de-registration after completing a minimum period of time subject to the notification requirements). This has a cumulative effect on the total number of offenders required to register at any one time.

3.1 Category 1 - Registered Sex Offenders

In the course of 2020, 14 people were convicted of offences under the Sex Offenders (Jersey) Law 2010 and were made subject to notification requirements. Over the same period, 6 applications were successful in their de-registration.



At the end of 2020 there were 50 Registered Sex Offenders who were eligible to apply to the Court to have their Notification Orders removed but have chosen not to make this application. Of note, 19 of these offenders were deported or relocated.

The age range of these offenders' spans from 17 to 80 years and all are male.

As a prescribed jurisdiction under the law, Registered Sex Offenders travelling to Jersey from the United Kingdom also require statutory management with the Police Offender Management Unit as lead agency.

3.2 Category 2 / 3 – Violent or Potentially Dangerous Persons

On the 31 December there were 20 Category 2 cases being managed at level 2 and 7 being managed at level 1.

At the same time, there were 8 Category 3 cases being managed at level 2 and 6 at level 1. There were 2 Potentially Dangerous Persons (PDP) cases, of which one was being managed at level 1 and one at level 2.

Overall, there were 29 cases being managed at level 2 and 14 at level 1.

4. The JMAPP Process

Under JMAPP, offenders are managed at 3 levels, which reflect the level of multi-agency co-operation required to effectively implement the individual offender's risk management plan. Levels are dynamic and offenders can be moved between levels if that is what the risk assessment and risk management plan require.

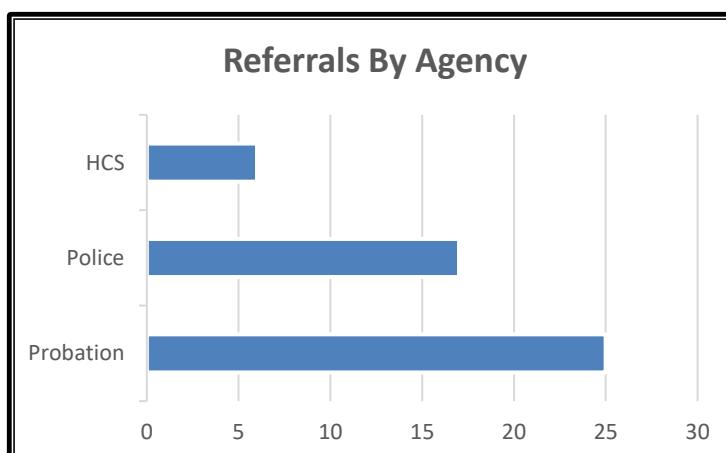
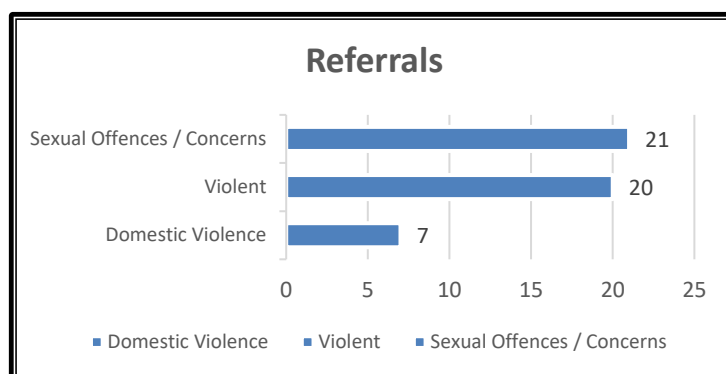
Regular formal inter-agency meetings are held at Levels 2 and 3. The number of offenders managed at Level 2 and 3 over the year is recorded. This indicates the number of cases that require the increased oversight that Level 2 and 3 management provides.

When a case is referred to JMAPP, it is the responsibility of the JMAPP Coordinator to decide if and how that case should be accepted into the process.

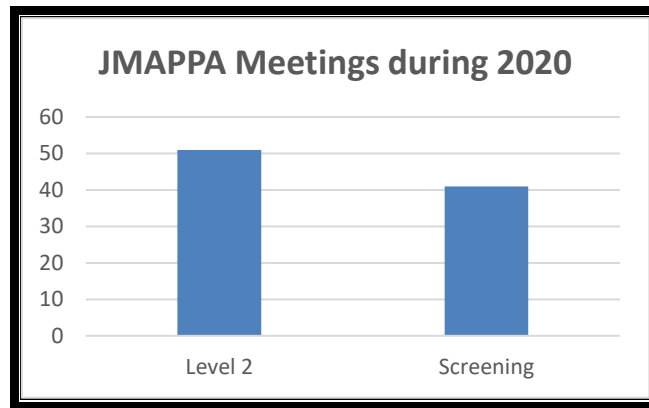
4.1 JMAPP Referrals

Some individuals were referred to JMAPP more than once due to changing circumstances. As an example, because cases are being referred sooner into JMAPP, this could mean a case could be archived before a Court sentencing. If the sentence falls within JMAPP Category 1 or 2 then the individual will be referred to JMAPP again.

During the year of 2020, there were 48 referrals. 7 were related to domestic violence, 20 related to violence and 21 related to sexual offences/concerns. From those 48 referrals, 10 cases went directly to level 2, 37 went for screening and 1 was not accepted as it did not meet criteria. There was an individual who was referred more than once due to the case initially being archived and then the case needing re-referral with the new concerns. Referrals were received from Probation (25), Police (17) and Health and Community Services (6).



4.2 JMAPP Meetings



Meetings	Outcome of Meetings			Total Meetings
	Level 1	Level 2	Level 3	
Level 2	14	37	0	51
Screening	18	23	0	41
Total	32	60	0	92

The screening process consists of a brief structured meeting attended by the JMAPP Coordinator and Level 2 representatives from States of Jersey Police, Jersey Probation and Aftercare Service, States of Jersey Prison Service and Children’s Service as a minimum. Representatives from other involved partner agencies may attend on invitation or by request.

Screening attendees consider the referral information, make an initial assessment of risk and agree on the level of management at which the case enters the JMAPP process. Screening meetings aim to ensure that only individuals whose assessed risk requires management at the higher levels progress to this stage thereby limiting the over management of cases and the unnecessary allocation of multi-agency resources through the JMAPP process.

4.3 Individuals Subject to JMAPP

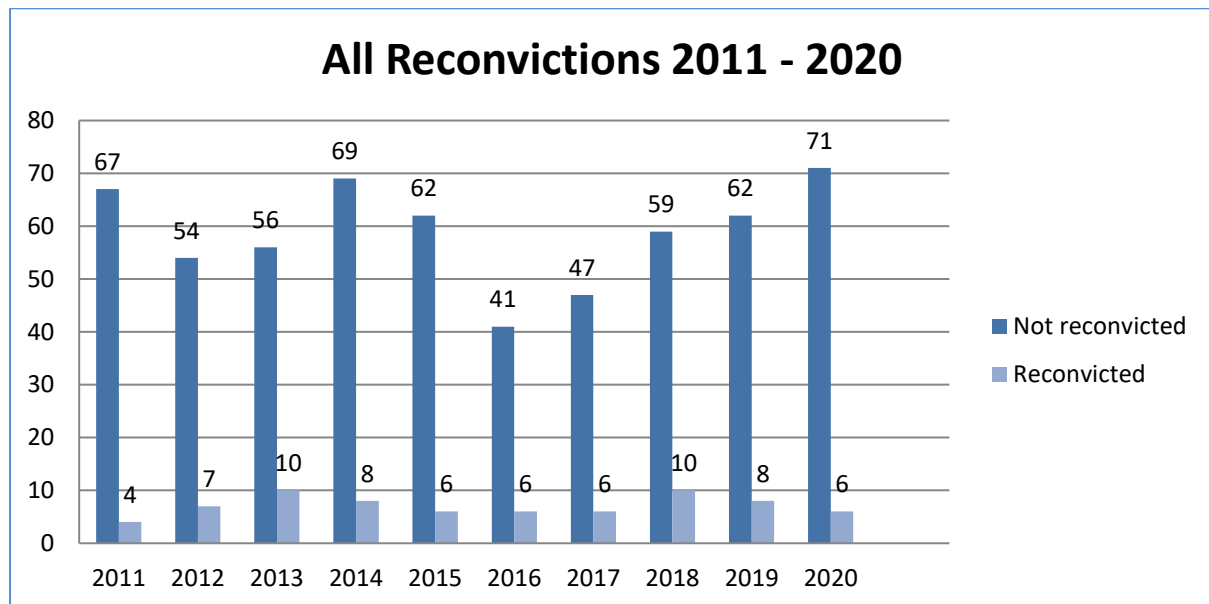
The total number of individuals who were subject to any level of JMAPP meetings was 58. This includes screenings, level 2 and 3 meetings. 20 individuals were subject to more than one meeting.

5. Reoffending

5.1 General Reconvictions

JMAPPA endeavors to manage and reduce serious risk presented by certain individuals. The risks posed through serious violent and sexually harmful behaviour can never be entirely eliminated. In the event that a serious further offence is committed such as that of murder, manslaughter or rape, a Serious Case Review would be required by the Strategic Management Board.

It is positive that during the course of 2020, there were no such serious offences committed by clients managed under JMAPPA.



The 2020 reconviction figure is down on 2019 and remains consistently low with six offenders committing further offences, whilst being managed or within three months of being managed under JMAPPA. The nature of these offences included, harassment, malicious damage, telecoms and public order offences.

5.2 Breaches of Notification Requirements for Registered Sexual Offenders

The Police Offender Management Unit investigated 12 Restraining Order breaches and five Notification Order breaches, so far this has resulted in three charges with a number of ongoing investigations.

5.3 Serious Further Offences

JMAPPA endeavors to manage and reduce serious risk presented by certain individuals. The risks posed through serious violent and sexually harmful behavior can never be entirely eliminated. In the event that a serious further offence is committed such as that of murder, manslaughter or rape, a Serious Case Review would be required by the Strategic Management Board.

It is positive that during the course of 2020, there were no such serious offences committed by clients managed under JMAPPA.

6. JMAPPAs Coordinator's Summary

Developments

6.1 Integrated Offender Management (IOM)

During 2020, an Integrated Offender Management (IOM) model for Jersey was developed. IOM is the overarching framework that co-ordinates relevant agencies to priorities and deliver tailored interventions for offenders identified as requiring high level engagement, whatever their statutory status. The aim is to reduce the negative impact of crime and reoffending, and therefore reduce the risk of harm. In addition, it aims to improve public confidence in the Criminal Justice system and tackle the social exclusion of offenders.

The development of IOM will be further enhanced with the introduction of Post-Custodial Supervision which remains a priority for the JMAPPAs Strategic Management Board.

6.2 Multi Agency Tasking and Co-ordination (MATAC)

In August 2020, Multi Agency Tasking and Co-ordination (MATAC) was launched. MATAC is aimed at tackling repeat perpetrators of domestic abuse. MATAC aims to increase the safety of victims of domestic abuse, their families, and the wider community, and reduce the risk of future harm to other potential victims. This is achieved by supporting identified serial perpetrators of domestic abuse to engage with support services and interventions to positively change their behaviour to reduce reoffending.

MATAC identifies and implement action plans for identified perpetrators and where an identified perpetrator doesn't engage with support, they consider, agree, and implement actions of disruption and enforcement against that individual to minimise risk

6.3 JMAPPAs Annual Audit 2020

An Annual Audit was carried out by Partnership Leads regarding the performance of the arrangements throughout 2020.

In the main, respondents considered JMAPPAs meetings to be efficiently run and well-coordinated, and the ability of the current chair to ensure this high standard is evident within these results.

In 2020, the vast majority of the meetings were conducted via StarLeaf, it was however, evident that attendees will do whatever is felt necessary to run effective meetings and would agree for these to be in person or online and in line with Government guidelines.

The majority of the responses did not find that Covid-19 impacted JMAPPAs or affected JMAPPAs risk management plans and their implementation. However, half felt that actions or services that they would normally have suggested at JMAPPAs for the risk management plan were impeded by Covid-19 as it was not possible to see people in person and/or have meaningful interaction.

Covid-19 did not affect anyone's attendance at JMAPPAs or which cases their agency referred to JMAPPAs.

Some of the feedback received was as follows:

“I have seen much more willingness for agencies to work together and to work outside of some of the cultural norms, COVID broke down barriers and practitioners went the extra mile in some cases to ensure they accessed as much as was practicably possible.”

“I am relatively new to JMAPPa therefore I my contribution is limited however I have found the group vey welcoming. The chair is exceptional at her job in facilitating and chairing the meeting. Both myself and my colleague (who stands in for me) have attended JMAPPa training via StarLeaf.”

“The administrator and both the previous and current coordinator are organised and offer timely response to queries, requests and communication.”

“Overall very well coordinated from pre information sharing to actual meeting.”

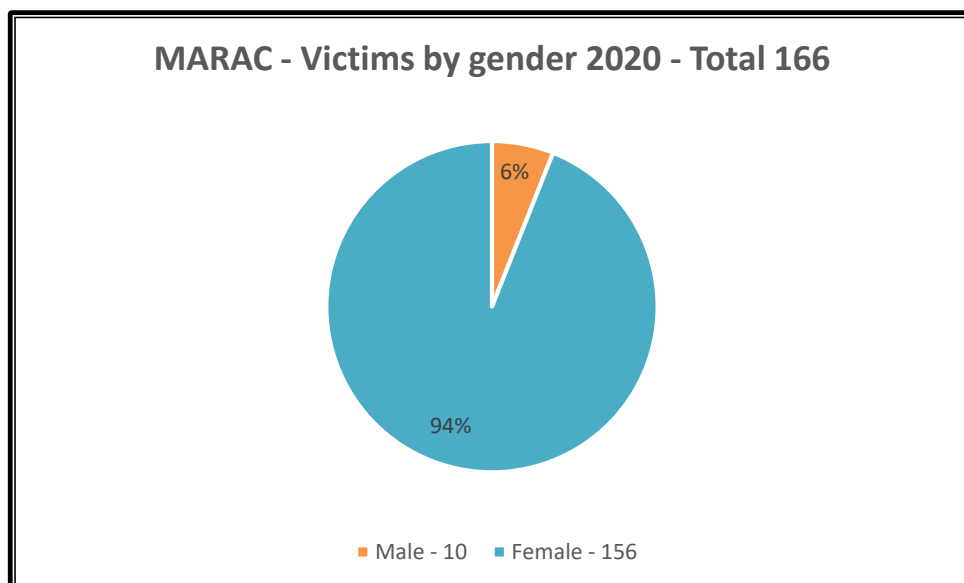
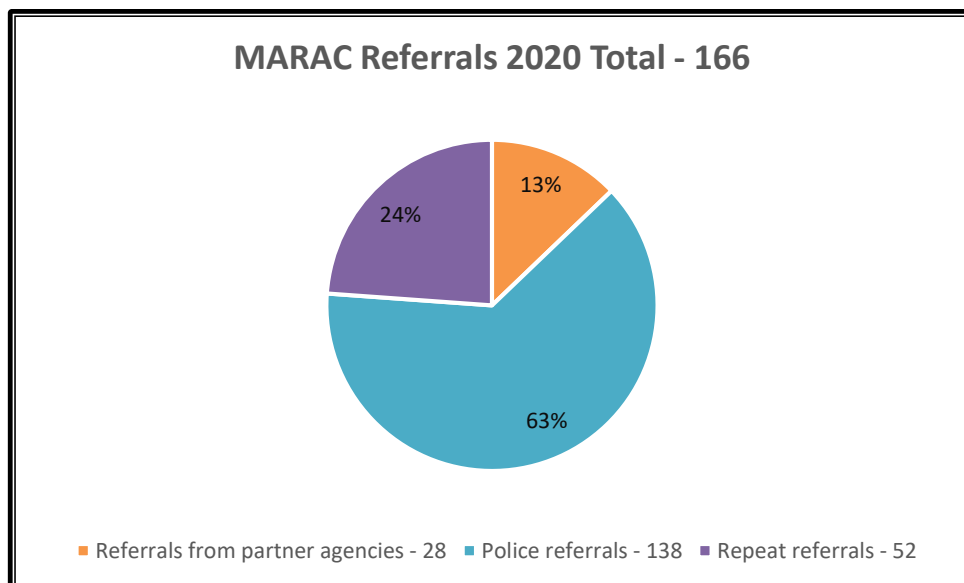
7. Multi-Agency Risk Assessment Conferencing (MARAC)

A MARAC is a meeting where information is shared on the highest risk domestic abuse cases between representatives of a number of agencies, Justice and Home Affairs, Health and Community Services, Children, Young People, Education and Skills, Customer and Local Services, Andium Homes, The Refuge, Independent Domestic Violence Advisors and other statutory and voluntary sectors.

After sharing all relevant information they have about a victim, the representatives discuss options for increasing the safety of the victim and turn these into a coordinated action plan. The primary focus of the MARAC is to safeguard the victim.

MARAC meetings continue to be chaired by the JMAPP Coordinator with the purpose of providing a greater synergy between the two different multi-agency forums.

Since its introduction in January 2014, the Jersey MARAC has become the established multi-agency process for the safeguarding of domestic abuse victims.



8. Conclusion

The risks posed through serious violent and sexually harmful behaviour can never be entirely eliminated. Nevertheless, all evidence indicates that the assessment and management of those risks is best achieved through the coordinated drawing together of information, expertise and action from all available sources; this is the overarching aim of JMAPP.

Jersey is fortunate to have the commitment of a large number of agencies from both statutory and non-statutory agencies. Its partners include those that work with both offenders and victims including children. Through their ongoing commitment and cooperation, the JMAPP process continues to make a vital contribution to Jersey's public safety.