

# JMAPPA

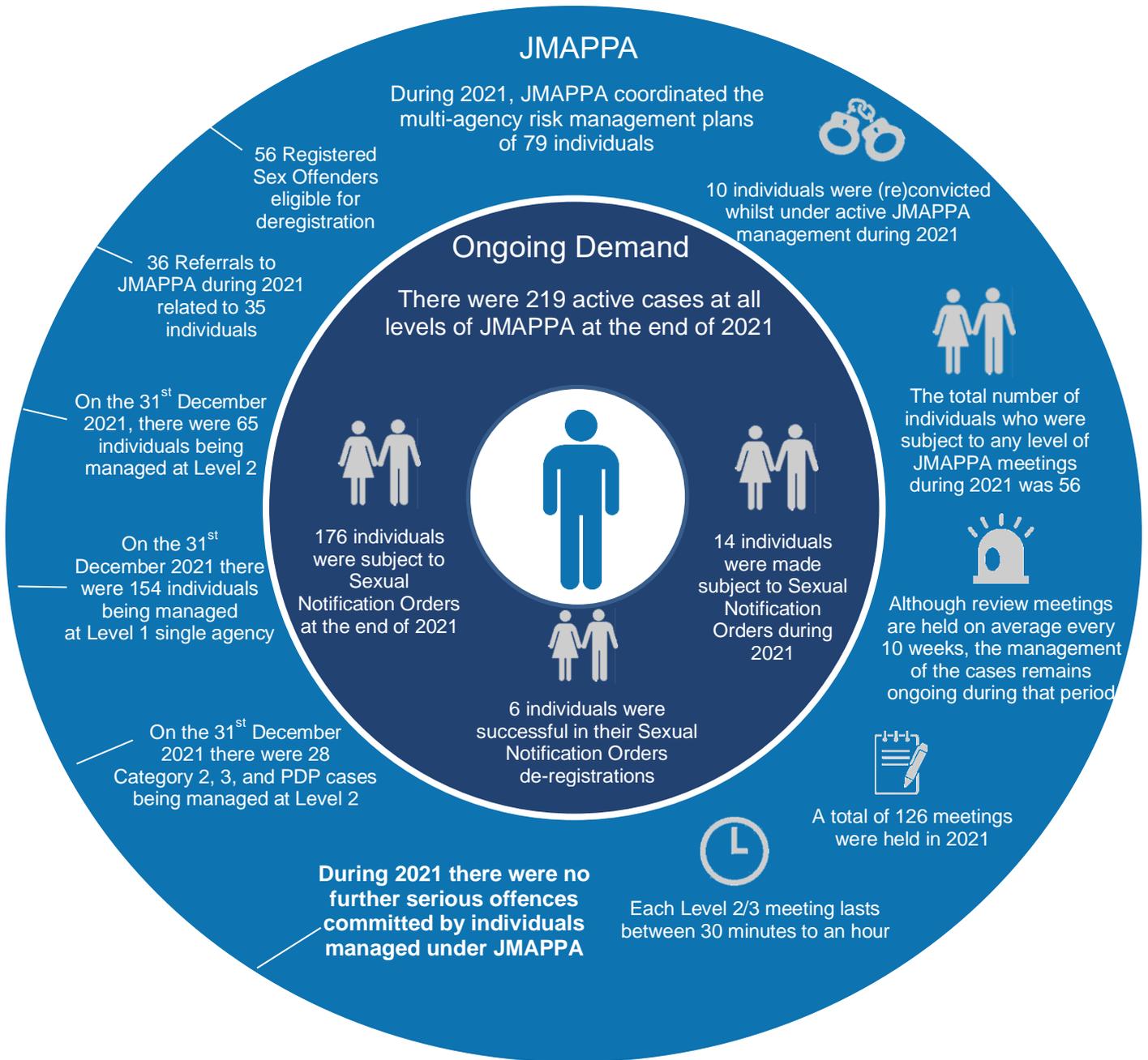
JERSEY MULTI AGENCY PUBLIC PROTECTION ARRANGEMENTS



## Annual Report 2021

R.44/2022

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

JMAPP A 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 2021**

*As the incoming chair (October 2021) of the Strategic Management Board (SMB) for Jersey Multi Agency Public Protection Arrangements (JMAPPA), and on behalf of the board, it is my pleasure to submit and introduce the Annual Report for 2021.*

*2021 marks the 11<sup>th</sup> anniversary of the Sexual Offenders (Jersey) Law 2010 and 10 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 or blended basis, we have been able to continue to work under a set of very different circumstances. Despite the challenges faced in 2020 and 2021, we have maintained our ability to support and challenge offenders as well as protecting victims from further harm.*

*During 2021, JMAPPA coordinated the multi-agency risk management plans of 79 individuals. This number is similar to those in 2020 which was 77. The total number of individuals entering the JMAPPA process during 2021 was 34.*

*The total number of offenders subject to sex offender Notification Orders in Jersey at the end of 2021 was 176 with 14 new registrations during 2021. 40 of these people were in custody, 89 in the community and 47 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 37 were being managed through the partnership arrangements.*

*At the end of 2021, a total of 219 individuals were being managed at all levels of JMAPPA, 65 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 number of reconvictions during 2021 of those clients managed through this multi-agency process remained consistently low with 10 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.*

*Susan Richardson  
Prison Governor  
Chair of JMAPPA SMB  
March 2022*

## 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 MAPP 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?

There are five categories of JMAPP-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.
- **Category 4 Offenders (Terrorist Offenders):** Individuals who are suspected to have committed, been charged or convicted of a terrorism related offence (Jersey or abroad) or may be at risk of involvement in a terrorism related activity.  
Any case eligible for Category 4 must enter JMAPP at level 3.
- **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 cases and managed through the JMAPP 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.

Category 4 offenders were introduced towards the end of 2021 and if an offender is eligible for JMAPP under more than one category, the JMAPP Coordinator will decide the most appropriate category of management.

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.

All category 4 offenders will enter the JMAPPAs process at level 3 due to the specialist nature of this type of offence.

## 2. Key Findings 2021

- On 31 December 2021, there were 219 offenders under JMAPPAs management in Jersey.
- Of these, 180 were Category 1 offenders, 23 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 65 under Level 2 multi-agency management.
- The population of JMAPPAs offenders on 31 December continues to increase. The total in 2020 was 215 and in 2019 it was 193.

### Categories of offenders

- The number of Category 1 offenders under JMAPPAs has been growing yearly. The total on 31 December 2021 was higher than in the last year (172).
- The number of Category 2 offenders under JMAPPAs on 31 December decreased by 4 individuals. The total in 2020 was 27.
- The number of Category 3/PDP offenders remained stable with 16 in 2021 and 16 in 2020 and 9 in 2019.
- Category 4 was introduced towards the end of 2021 therefore there are no cases to record in 2021.

### Management level

- On 31 December 2021, there were 65 individuals being managed at level 2, being managed by multi-agency.

### Registered Sex offenders

- There were 176 Registered Sexual Offenders on 31 December 2021. This is an increase from 171 on 31 December 2020 and continues a trend of successive annual increases.
- There were 14 new registered Sex Offenders in 2021. This is remained stable from the previous year as there were 14 new registered Sex Offenders in 2020.
- 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 commission by JMAPPAs.

### Annual Audit

- An Annual Audit was carried out by Partnership leads regarding the performance of the arrangements throughout 2021. Key findings included:
  - Feedback provided by agencies was positive and demonstrated ongoing commitment to the objectives of the JMAPPAs Partnership;
  - Meetings were well prepared for, conducted and that the key elements of risk assessment were maintained, despite the challenges of the ongoing pandemic in 2021;

- Aside from staff absences affecting meeting attendance, factors associated with the pandemic were not judged to have negatively impacted on the implementation of risk management plans or other elements of the JMAPP.

### 3. JMAPP 2021 Management

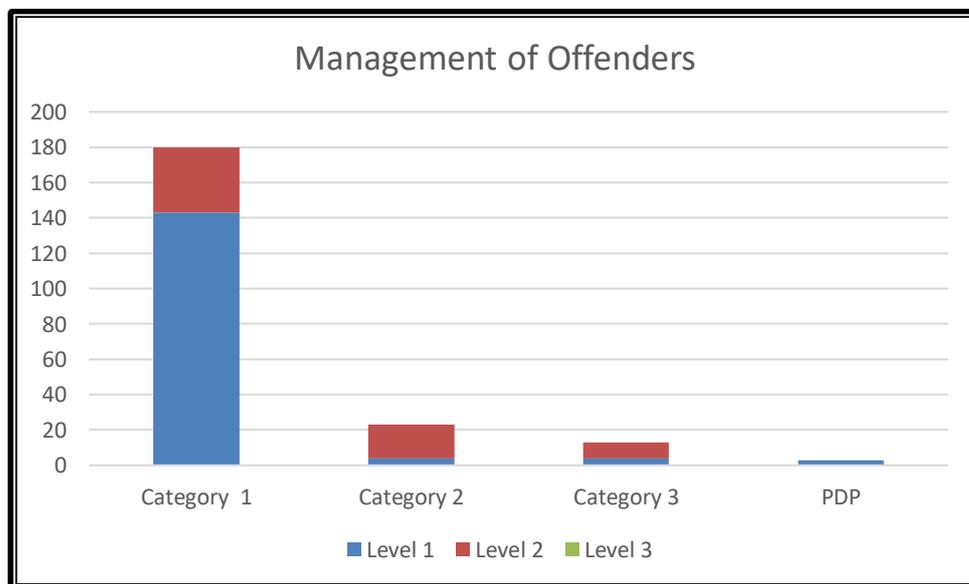
Some individuals can be referred to JMAPP more than once due to changing circumstances. As an example, because cases are being referred sooner into JMAPP, this could mean a case could be archived before a Court sentencing. If the sentence falls within JMAPP Category 1, 2 or 4 then the individual will be referred to JMAPP again so that up to date information is received by the Coordinator.

On 31 December 2021, 219 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 2021 |            |            |            |          |            |
|---|------------|------------|------------|----------|------------|
|   | Category 1 | Category 2 | Category 3 | PDP      | Total      |
| Level 1   | 143        | 4          | 4          | 3        | 154        |
| Level 2   | 37         | 19         | 9          | -        | 65         |
| Level 3   | -          | -          | -          | -        | -          |
| <b>Total</b>                                    | <b>180</b> | <b>23</b>  | <b>13</b>  | <b>3</b> | <b>219</b> |

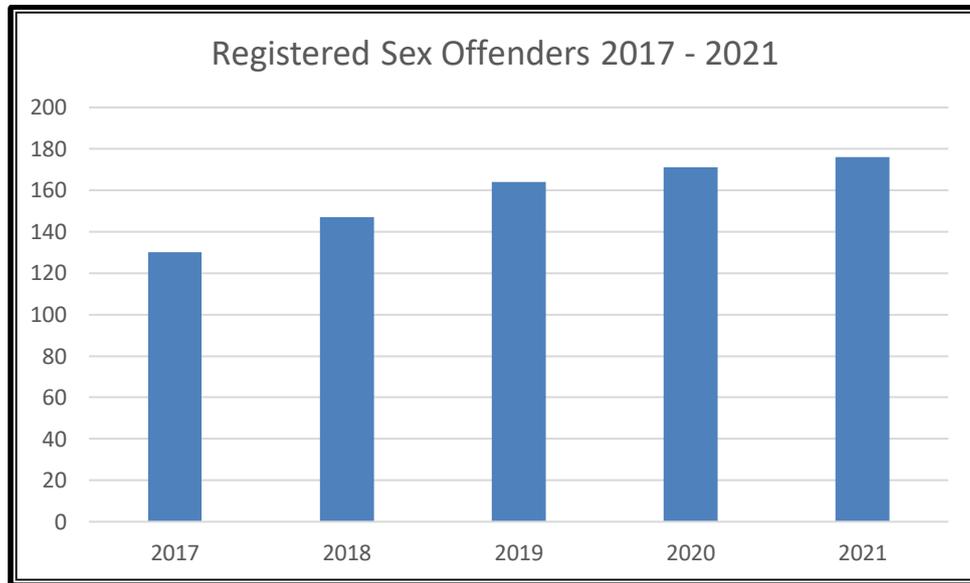
The total number between Registered Sex Offenders and JMAPP Category 1 offenders can be different as individuals' remains under JMAPP for 3 month's post deregistration. See "What is JMAPP" for further information.



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 2021, 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. These numbers remained stable from 2020.



At the end of 2021 there were 56 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.

The age range of all of these offenders' spans from 18 to 81 years and the vast majority are male with only one female. 47 Registered Sex Offenders reside outside of Jersey on a temporary or permanent basis as some of these offenders were deported or have relocated.

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 19 Category 2 cases being managed at level 2 and 4 being managed at level 1.

At the same time, there were 9 Category 3 cases being managed at level 2 and 4 at level 1. There were 3 Potentially Dangerous Persons (PDP) cases being managed at level 1.

Overall, there were 28 cases being managed at level 2 and 11 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.

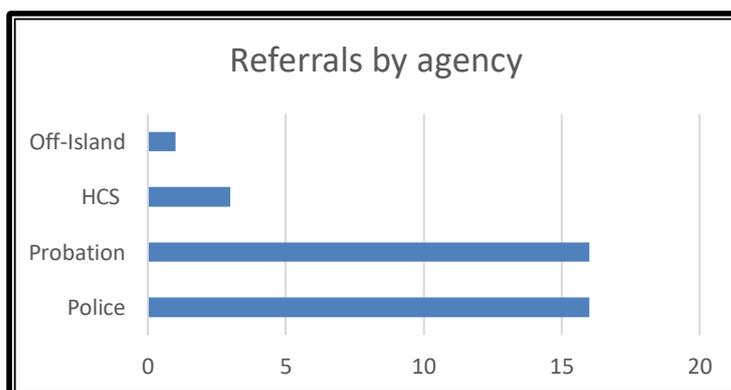
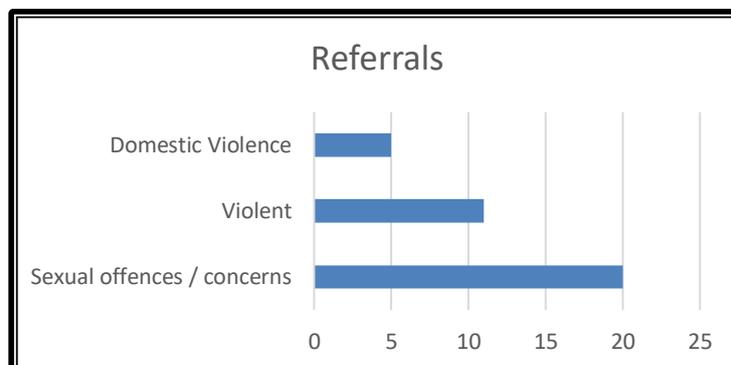
Regular formal inter-agency meetings are held at Levels 2 and 3. The number of offenders managed at Level 2 and 3 over the year is recorded. This indicates the number of cases that require the increased oversight that Level 2 and 3 management provides.

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.

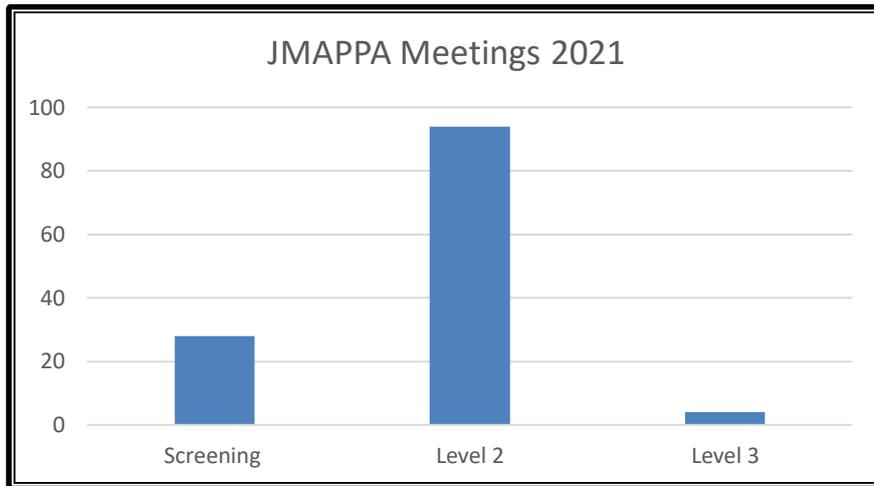
### 4.1 JMAPP Referrals

Some individuals can be 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 2021, there were 36 referrals. This was a decrease of 25% compared to 2020 (48). 5 were related to domestic violence, 11 related to violence and 20 related to sexual offences/concerns. From those 36 referrals, 3 cases went directly to level 2, 31 went for screening and 2 referrals were not accepted as they did not meet criteria. Referrals were received from Probation (16), Police (16) and Health and Community Services (including JAMHS) (3). 1 referral was received from an off-island partner agency.



## 4.2 JMAPP Meetings



| Meetings     | Outcome of Meetings |           |          | Total Meetings |
|--------------|---------------------|-----------|----------|----------------|
|              | Level 1             | Level 2   | Level 3  |                |
| Level 2      | 19                  | 73        | 2        | <b>94</b>      |
| Level 3      | -                   | 2         | 2        | <b>4</b>       |
| Screening    | 8                   | 20        | -        | <b>28</b>      |
| <b>Total</b> | <b>27</b>           | <b>95</b> | <b>4</b> | <b>126</b>     |

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.

There was an increase of 36% of JMAPP meetings at all levels in 2021 (126) in comparison to 2020 (92).

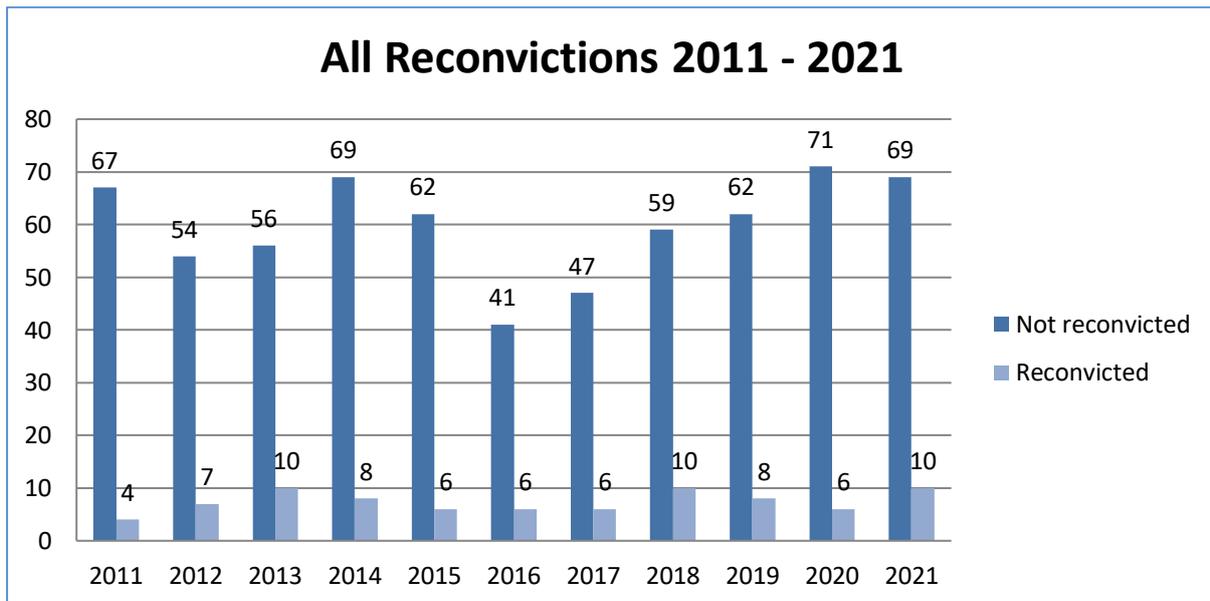
## 4.3 Individuals Subject to JMAPP

The total number of individuals who were subject to any level of JMAPP meetings was 56. This includes screenings, level 2 and 3 meetings. 34 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.



The 2021 reconviction figure is up on 2020 however remains consistently low with ten offenders (12.65%) committing further offences, whilst being managed or within three months of being managed under JMAPPA level 2. The nature of these offences range from speeding, larceny, malicious damage, breach of orders to grave and criminal assault and causing or inciting a sexual act with a male child 12 or younger which lead to a single agency case review. Three individuals have been charged and are awaiting trial and one individual is under investigation.

### 5.2 Breaches of Notification Requirements for Registered Sexual Offenders

The States of Jersey Police including the Offender Management Unit actively investigate any breaches of Notification or Restraining Orders.

### 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 2021, there were no such serious offences committed by clients managed under JMAPPA.

## **6. JMAPPAs Coordinator's Summary**

### **6.1 Integrated Offender Management (IOM)**

There are no cases being managed under IOM and the scheme is currently on pause. Effective communication and information sharing between the principal Criminal Justice agencies which underpins the IOM theory remains routine as best practice in Jersey. In the absence of mandatory Post Custodial Supervision, IOM would rely solely on voluntary engagement and therefore becomes redundant as a separate entity to the regular post custodial support and intervention that is offered through the Criminal Justice agencies and associated partners.

Post Custodial Supervision remains a strategic priority for the JMAPPAs Strategic Management Board.

### **6.2 JMAPPAs Guidance**

Work has been undertaken to update the JMAPPAs Guidance in line with recommendations following consultation from MAPPAs UK, to include the new Category 4 - clients convicted or suspected of terrorism related offences and a stronger emphasis on managing perpetrators of domestic violence to include coercive and controlling behaviour.

Additional guidance for the single agency management of level 1 clients has also been expanded upon.

### **6.3 MARAC/MATAC**

There are currently no cases under MATAC and this has been made redundant by other forums including the daily domestic abuse meeting. A new daily meeting for any cases that include children has also been introduced during 2021 by Police, IDVA, Children Services and partner agencies in order to act quicker in cases where children are involved.

MARAC has significantly improved in function and effectiveness due to the new meetings introduced.

Further developments e.g. the proposed introduction of the new Domestic Violence Law will further enhance the MARAC and public protection arrangements.

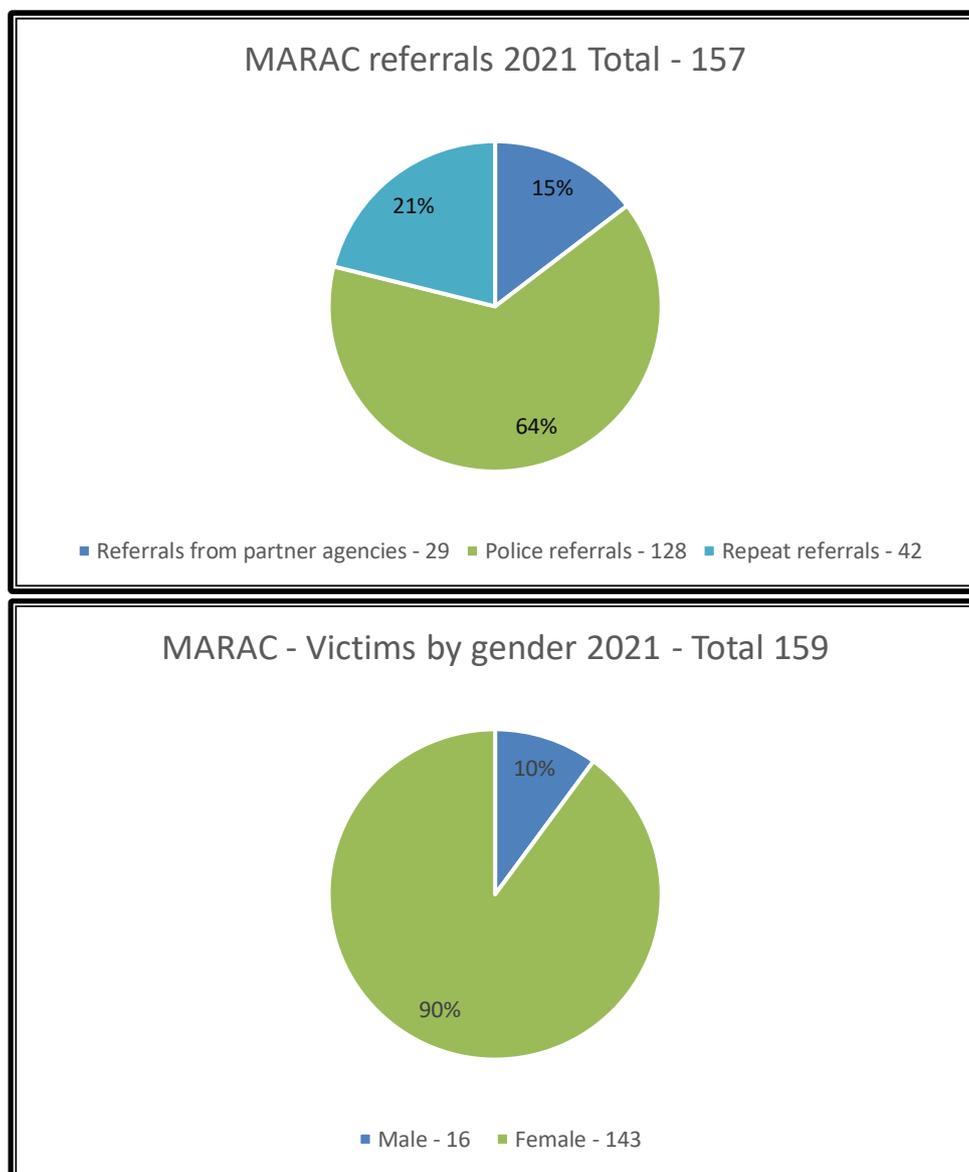
## 7. Multi-Agency Risk Assessment Conferencing (MARAC)

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.

The JMAPP process is continually evaluated and evolves in line with best practice and research, new laws and guidelines.

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.