



States of  
Guernsey

# **MAPPA**

**Multi-Agency Public Protection Arrangements**

## **Annual Report 2016**

**(including MAPP Unit Notification Requirements, MAPPA and relevant Civil Orders)**

### **MAPP Unit contact details**

Gemma Lockwood  
MAPP Unit Manager/Senior Probation Officer  
Police Station MAPP Unit Direct Line: 01481 719421  
Police Station: 01481 725111  
Probation Service: 01481 724337  
Mobile: 07781 110475  
Email: [gemma.lockwood@gov.gg](mailto:gemma.lockwood@gov.gg)

PC117 Robert Dover  
MAPP Unit Police Officer  
Police Station MAPP Unit Direct Line: 01481 719421  
Police Station: 01481 725111  
Mobile: 07839 740014  
Email: [Robert.Dover@guernsey.pnn.police.uk](mailto:Robert.Dover@guernsey.pnn.police.uk)

Lauren Chaloner  
MAPP Unit Administrator  
Police Station MAPP Unit Direct Line: 01481 719421  
Police Station: 01481 725111  
Probation Service: 01481 724337  
Email: [Lauren.Chaloner@gov.gg](mailto:Lauren.Chaloner@gov.gg)

This Report is provided to the MAPPA Strategic Management Board by Gemma Lockwood Mapp Unit Manager.

Approved by Committee for Home Affairs, 11<sup>th</sup> September 2017.

## **Foreword by Responsible Authority**

This is the second annual report of the Multi Agency Public Protection Unit, which is a partnership between the Probation and Police Service designated to implement relevant sections of the Sex Offender Law including notification requirements (the 'sex offender register') and Multi Agency Public Protection processes.

Section 34 of the Sex Offenders Law, implemented on 1st July 2015, put in place a duty to establish arrangements for monitoring and managing risk posed by certain offenders.

The Multi Agency Public Protection arrangements are now on a statutory basis which has enabled the unit to focus on developing best practice in the management and monitoring of sexual and violent offenders.

The Responsible Authority charged with making these arrangements are designated in the Law as the Chief Officer of Police, the Chief Probation Officer and the Governor of the Prison (Section 34(1)).

Since April 2015 when the new unit was established, the statutory provisions of the new Law have been implemented. All known convicted sex offenders who came under the transitional provisions were registered at the beginning of July 2015 when the law was commenced, and systems have been put in place for safe, effective registering of all those subsequently convicted by local courts or travelling to the Bailiwick from other jurisdictions.

As the Responsible Authority we commend the work of the Probation and Police staff undertaking this work and we thank the range of other statutory and voluntary agencies who commit their time and expertise to Multi Agency Public Protection.

The Strategic Management Group, comprising senior managers from all agencies involved, meet twice yearly to receive reports on the implementation of the Law, and this annual report gives valuable statistics and information on the work of the Unit.

Anna Guilbert, Chief Probation Officer  
Patrick Rice, Head of Law Enforcement  
David Matthews, Prison Governor

Responsible Authority.  
June 2017.

## **Contents**

- 1. Introduction and Background**
- 2. Notification Requirements – Comment, Statistics and Analysis**
  - 2.3 Notifier Caseload (Guernsey Resident Notifiers)
  - 2.4 De-Registrations
  - 2.5 Convictions for Offences of Breach of Notification Requirements
  - 2.6 Travelling Notifiers
- 3. MAPPA – Comment, Statistics and Analysis**
  - 3.4 MAPPA caseload
  - 3.5 MAPPA case management
    - Lead Agency
    - Management level
    - MAPPA formal reviews and meetings
    - Risk profile
- 4. Civil Orders – Comment, Statistics, and Analysis**
- 5. Further Offending**

## **1. Introduction and Background**

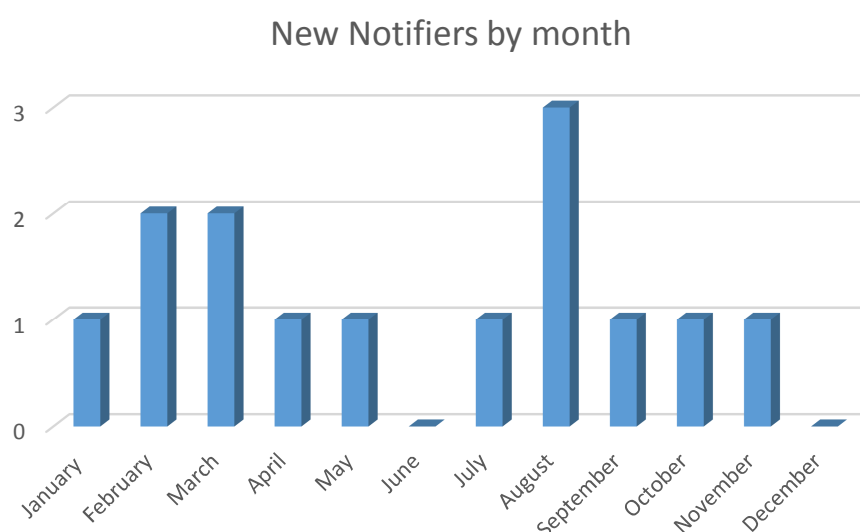
- 1.1 The MAPP (Multi-Agency Public Protection) Unit is a partnership between the Guernsey Probation Service and Guernsey Police Service. It was set up in April 2015 with responsibility to implement where relevant, and thereafter co-ordinate, three aspects of The Criminal Justice (Sex Offenders and Miscellaneous Provisions) (Bailiwick of Guernsey) Law, 2013 (hereafter referred to as the Law). The three aspects are:
  - a. Notification Requirements for those who present a risk of sexual harm (sex offender register)
  - b. Civil Orders for those who present a risk of sexual harm, and
  - c. MAPPA (Multi-Agency Public Protection Arrangements) to monitor and manage those presenting a risk of sexual harm or a serious risk of physical harm.
- 1.2 The Unit is comprised of a Senior Probation Officer who manages the Unit, a Police Officer, and an Administrator, and is co-located at the Probation Service Offices and the Public Protection Unit at the Police Station.
- 1.3 This report reflects the work of the MAPP Unit during 2016, our first full year since inception.

## **2. Notification Requirements – Comment, Statistics and Analysis**

- 2.1 Parts 1 - 3, and section 50, of the Law lay down provision for Notification Requirements (sex offender registration). Guidance to aid professionals with the process has been available since 2015, with a review/update nearing completion.
- 2.2 The maintenance of Notification Requirements remains the primary responsibility of the Police Officer within the Unit. Communication between relevant agencies in Guernsey and the UK continues, and particularly a close working relationship with the Probation Service has been fostered in order to achieve best risk assessment and management of those presenting a sexual risk of harm.

### **2.3 Notifier Caseload (Guernsey Resident Notifiers)**

- 2.3.1 At the end of 2016 there were 57 Notifiers subject to Guernsey Notification requirements, with 52 being permanently resident in Guernsey, and 5 living in other areas, having permanently left the island (4 through deportation, 1 through returning to home country). This marks an increase of 14 from 2015, that increase being expected given the lack of ability for any Notifier to apply to have requirements removed (a consequence of the law being still relatively new). New notification requirements were predominantly imposed within Guernsey Courts, though there was one person included in the statistics whereby the requirements were imposed by a UK court, but that person is resident in Guernsey.



- 2.3.2 Of the 52 resident Notifiers, as at the end of 2016, 19 were incarcerated in Guernsey prison and 33 were within the Guernsey community. All Notifiers are managed under MAPPA (see below) for multi-agency risk management.

### **2.4 De-Registrations**

- 2.4.1 No Notifiers have been eligible to apply to have requirements removed during 2016. This is a consequence of the law still being relatively new – the transitional arrangements of the new law stipulated a minimum period of two years for persons already sentenced, and those sentenced subsequently have a minimum period of at least five years. 2017 will see the first year whereby some Notifier's are eligible to have their case reviewed by the Chief of Police to determine whether notification requirements can be removed. The development of process and guidance to assist these reviews will therefore be a priority for 2017.

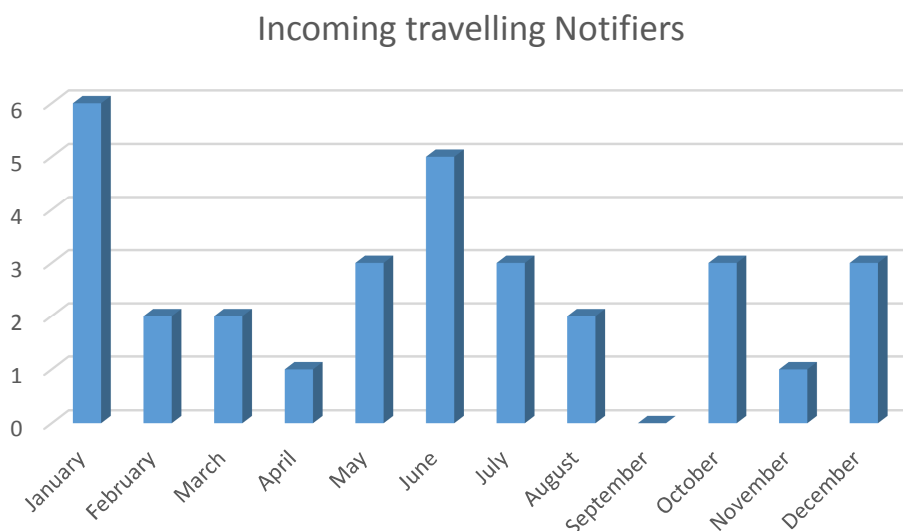
2.4.2 Currently there are a total of 5 persons subject to Guernsey imposed Notification Requirements who have moved permanently off island (all during 2016) and therefore their local notification is essentially suspended unless they return. Liaison with the receiving jurisdiction has occurred in all cases in order to ensure risk management in the receiving area. Should indications be that such Notifiers will not be returning to the Island, and they have passed their minimum term for notification, the Unit will consider applying in their absence to have the requirements removed in due course.

## 2.5 Convictions for Offences of Breaching Notification Requirements

2.5.1 There was one conviction for Breach of Notification Requirements during 2016. The offence related to the Notifier leaving his address without informing the Police, and travelling abroad without notifying the Police, and resulted in immediate imprisonment by way of sanction. Notification requirements remained in place post release, and in this case additional measures were taken to manage the risk presented by way of application for a sexual offences prevention order (see section 4 below).

## 2.6 Travelling Notifiers

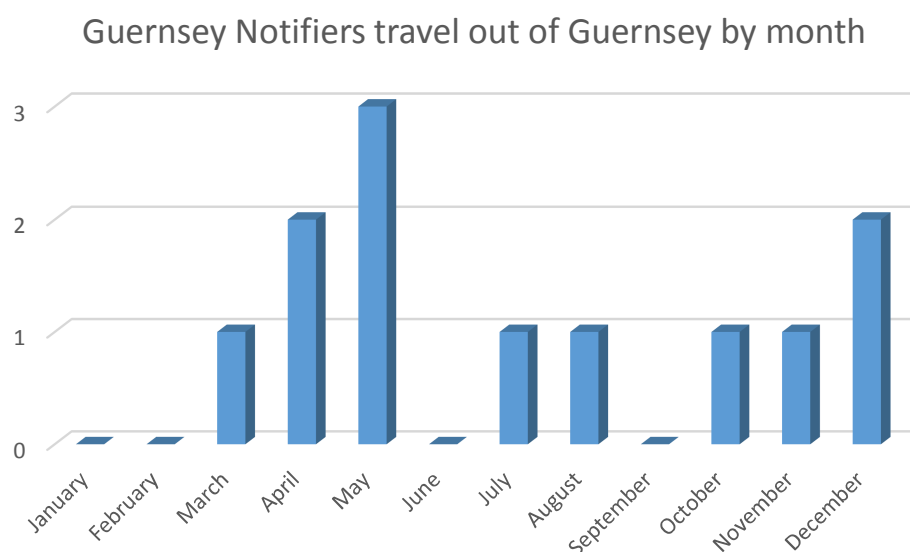
2.6.1 There are two forms of travel being recorded here. Firstly, persons subject to Notification Requirements in a prescribed jurisdiction (England and Wales, Scotland, Northern Ireland, Jersey and the Isle of Man) who travel to Guernsey have to notify on arrival in Guernsey and will be managed under Guernsey Law for the period of their stay. Secondly, there is a collation of statistics on Guernsey resident Notifiers travelling out of the Island for short periods.



2.6.2 These 31 'travel occasions' equate to 20 people, 5 people having travelled to Guernsey on a number of occasions during 2016. There does not appear to be a pattern linking these Notifiers (i.e. they are not coming from the same area, visiting the same people, or staying at the same address in Guernsey) and numbers of visiting Notifiers do seem to be on a par with both last year's statistics and the experience in Jersey for example.

2.6.3 Liaison occurs between Guernsey Police and the prescribed jurisdiction in advance of a Notifier's travel so that Notifiers are fully briefed as to the expectations placed on them within the Bailiwick, and plans are made for their arrival and management on Island. Please note that the presence of Notification Requirements alone cannot veto someone's travel, rather they allow for tracking and risk management within relevant jurisdictions (including Guernsey).

2.6.4 Overall, 5 Guernsey Notifier's travelled out of Guernsey during 2016, with a total of 12 trips between them.



2.6.5 Advance warning is provided to the receiving jurisdiction in case any risk management strategies need to be employed in that jurisdiction for the period of their stay.



### **3. Multi-Agency Public Protection Arrangements (MAPPA) – Comment, Statistics and Analysis**

- 3.1 Part VII of The Criminal Justice (Sex Offenders and Miscellaneous Provisions) (Bailiwick of Guernsey) Law, 2013 (implementation date 1/7/15) provides the legal framework for ‘arrangements for monitoring and managing risks posed by certain offenders’. These arrangements are known locally as MAPPA. They are designed to protect the public, including victims of crime, from serious harm by sexual and violent offenders. The new Law provides a legal framework for MAPPA, and puts a duty on the Probation Service, Police Service and Prison (the ‘Responsible Authority’) to make the arrangements. It places a legal obligation on States Departments to work together, as well as allow for the sharing of information with States and non-States bodies for the purpose of risk management.
- 3.2 The arrangements are co-ordinated by the MAPP Unit. Full MAPPA guidance and Information Sharing Guidelines were finalised in 2016 and are now published on the States Intranet. Information Sharing Protocols with non-States bodies are in the process of being signed.
- 3.3 Risk of serious harm is defined under the auspices of MAPPA as “harmful behaviour of a violent or sexual nature, which is life threatening and/or traumatic, and from which recovery, whether physical or psychological, may reasonably be expected to be difficult or impossible”.

#### **3.4 MAPPA Caseload**

- 3.4.1 There are three categories of MAPPA subject:

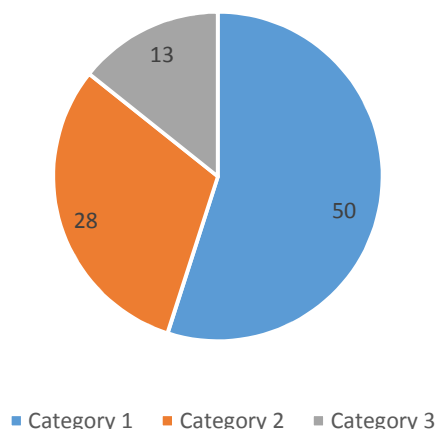
**Category 1:** Notifiers under The Criminal Justice (Sex Offenders and Miscellaneous Provisions) (Bailiwick of Guernsey) Law, 2013.

**Category 2:** Persons sentenced to prison or youth detention for any sexual offence, and/or persons sentenced to 12 months or over (prison or youth detention) for a violent offence. There are also provisions here for person subject to orders under the Mental Health law.

**Category 3:** Other dangerous persons – i.e. persons who the Responsible Authority considers may cause serious harm to the public **AND** who requires multi-agency management.

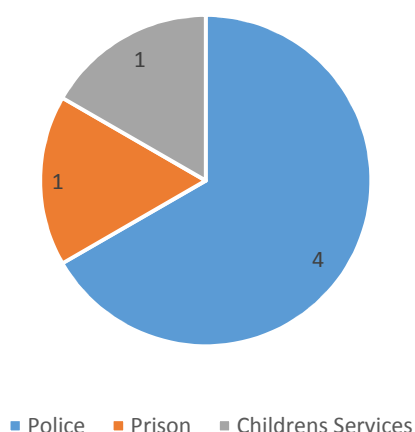
- 3.4.2 As of the end of 2016 there were 91 people residing in Guernsey registered under MAPPA, defined by category as:

MAPPA Registration by Category



- 3.4.3 Of these, 59 related to sexual harm and 32 related to serious violence (see section 3.21 for a more detailed breakdown of risk profile).
- 3.4.4 For clarity, if an individual meets criteria for more than one category, they are recorded under the criteria prompting their initial registration (i.e. convicted sex offenders are predominantly recorded under category 1 regardless of whether they also fit category 2).
- 3.4.5 Overall MAPPA caseload has increased by 8 since December 2015, (representing 27 new MAPPA cases and 19 MAPPA de-registrations). Category 1's and 2's were all referred in by either Police or Probation Service, as expected given that the identification of legal criteria falls to those services. 6 Category 3 referrals were made during 2016, broken down by referrer as follows:

Cat 3's by Referring Agency

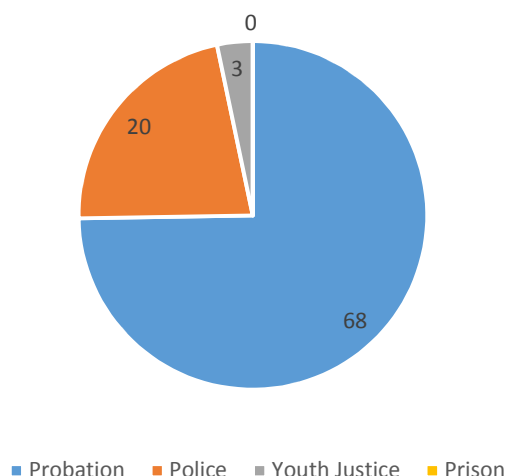


### 3.5 MAPPA case management

#### Lead Agency

- 3.5.1 Whilst the MAPP Unit is responsible for the co-ordination of MAPPA, it is not responsible for the co-ordination of individual cases. That role falls to a 'lead agency' identified by the Unit, who will be a member of one of the responsible authorities, i.e. Police, Probation (delegated to Youth Justice if appropriate) or Prison. At the end of 2016, of the 91 total MAPPA cases, lead agency was identified as follows:

MAPPA registration by Lead Agent



3.5.2 The main change here from 2015 is a five-fold increase in cases held by the Police as lead agency. This is broadly the consequence of two factors 1) notification requirements remaining in place and persons subject to such requiring MAPPA management, but with no other criminal justice agency involvement; 2) an increase in category 3 referrals whereby there is no statutory involvement from either the prison or probation service.

### **Management level**

3.5.3 The management of all MAPPA cases relies on good communication between relevant agencies and shared input into risk assessment and management planning. There are three management levels defined as follows:

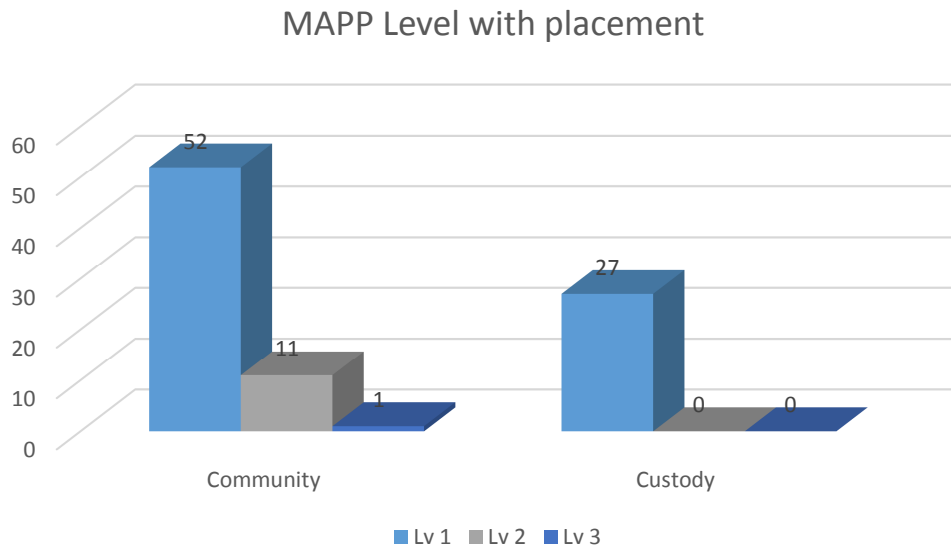
**Level 1** - Single agency management. Lead agency is responsible for co-ordinating the risk assessment and risk management plan on the MAPPA subject. Communication between agencies is paramount to aid this process, but this is done without the need for a full MAPPA meeting.

**Level 2** – Multi-agency meeting(s). - MAPPA registration. Lead agency is responsible for co-ordinating the risk assessment and risk management plan on the MAPPA subject. Communication between agencies remains key to this, but in addition it is felt that the complexity of the case requires MAPPA meeting(s).

**Level 3** – Senior representative multi-agency meeting(s) - MAPPA registration. Lead agency is responsible for co-ordinating the risk assessment and risk management plan on the MAPPA subject. Communication between agencies remains key to this, and it is felt that the complexity of the case requires MAPPA meeting(s). In addition however the case requires exceptional resources from agencies only sanctionable at senior management level. Level 3 cases are for ‘the critical few’.

3.5.4 The management level can be subject to change over time, something determined at formal reviews (in the case of level 1’s) or MAPPA meetings (in the case of category 2 and 3’s). Please note that the level necessary to manage a MAPPA subject does not solely correlate to the risk they present, it refers to the complexity of the case and risk management plan. For example, a subject could present a high risk of harm, but due to a relatively stable risk management plan and good communication between relevant agencies, meetings are not necessary to maintain the plan and contain the risk. Conversely, a subject could present a medium risk, but have complex needs with an unstable presentation/lifestyle, precipitating the need for regular meetings to share information, update assessments and modify the risk management plan in the most time efficient way.

3.5.5 The Guernsey MAPPA caseload as of the end of 2016 was managed as follows:



3.5.6 Relevant serving prisoners will usually be identified as MAPPA Level 1 cases, and will be reviewed to determine whether their level needs to be increased for risk management purposes prior to release into the community. If a prisoner is identified as MAPPA level 2 or 3 whilst still serving a prison sentence, this will be because they are presenting a risk of serious harm to others within the prison that needs multi-agency management (i.e. they present a significant and imminent risk of sexual or serious violent offending towards other prisoners, visitors or staff).

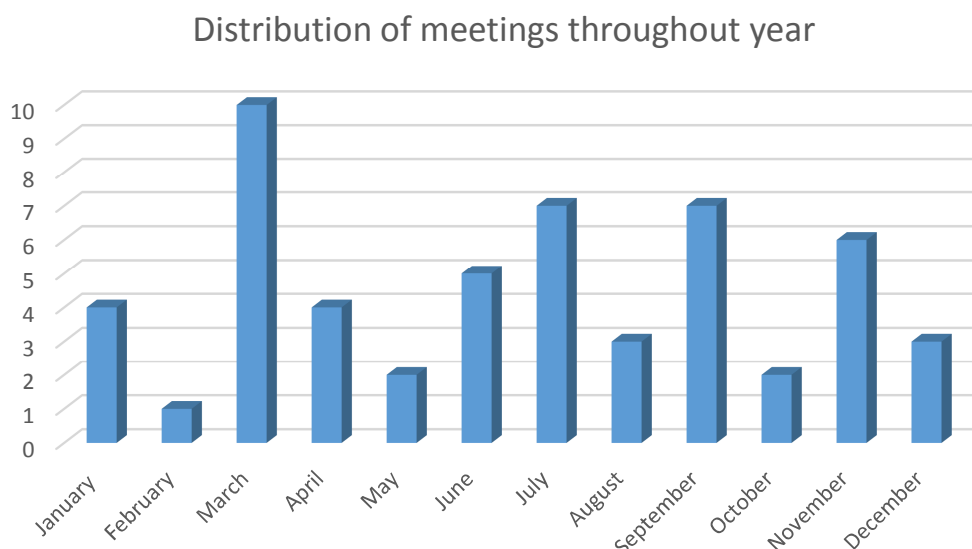
3.5.7 In addition to the 91 Guernsey based MAPPA cases, there were 5 MAPPA cases in the UK and Jersey whereby a Guernsey professional acts as a member of the other jurisdiction's MAPPA group. In all cases these are individuals who, for differing reasons, are resident in the UK/Jersey (for example they are currently resident within a UK prison) but are Guernsey people, who have indicated an intention to return to Guernsey at some point in the future. Maintaining membership of the out of jurisdiction MAPPA group ensures that relevant Guernsey professionals can contribute to risk management planning in preparation for a return to the Island.

#### **MAPPA formal reviews and meetings**

3.5.8 A total of 152 formal reviews of MAPPA cases took place during 2016.

3.5.9 If a case is managed at level 1, a formal review between the MAPP Unit manager and the lead agency occurs 6 monthly in the community, and between 6 and 12 monthly within the prison (depending on the length of sentence and imminence of release). In 2016, 98 level 1 reviews took place.

3.5.10 For level 2 and 3 cases, there were a total of 54 MAPPA meetings convened, and distributed over the year as follows:



3.5.11 Some of these will have involved meetings about the same case, but please also note that a proportion of these meetings will have subsequently re-defined the case as only requiring level 1 (non-meeting) management because of stable risk management. This is why the number of meetings outweighs the number of level 2 and 3 MAPPA’s identified within the snapshot at the end of 2016 (paragraph 3.5.5 above).

#### Risk profile

3.5.12 MAPPA is designed to manage risk of serious harm, which is defined as “harm which is life threatening and/or traumatic, and from which recovery, whether physical or psychological, may reasonably be expected to be difficult or impossible”.

3.5.13 Persons subject to MAPPA are allocated a risk level within this definition:

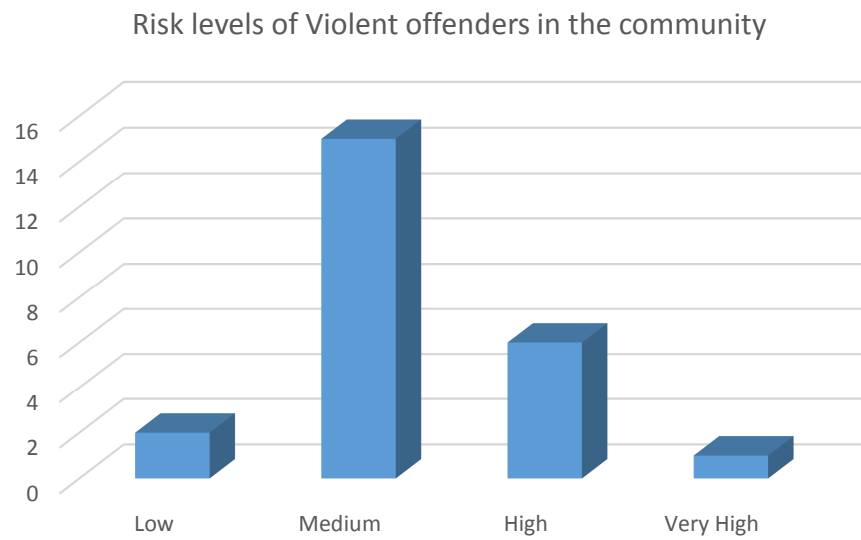
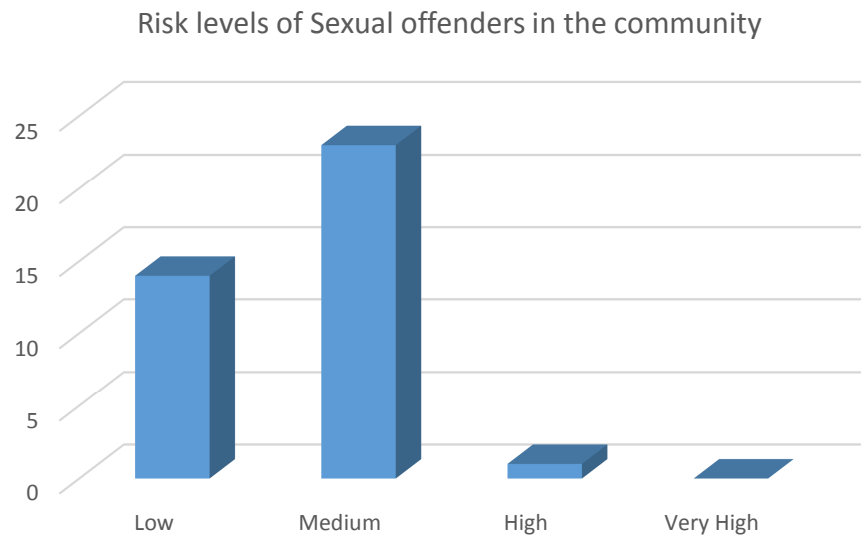
**Low:** Current evidence does not indicate a likelihood of causing serious harm

**Medium:** There are identifiable indicators of serious harm. The offender has the potential to cause such harm, but is unlikely to do so unless there is a change in circumstances

**High:** There are identifiable indicators of risk of serious harm. The potential event could happen at any time and the impact would be serious

**Very high:** There is an imminent risk of serious harm. The potential event could happen at any time and the impact would be serious

3.5.14 Risk levels are reviewed regularly as described in section 3.5.8 – 3.5.11 above, and will be subject to change over time, but as a snapshot, the breakdown of risk level, for community cases only, as of the end of 2016 was distributed as follows:



3.5.15 This is the first year that we have collated statistics on the make-up of risk level across the MAPPA caseload and as such we cannot provide a comparison with previous years.

## **4 Civil Orders – Comment, Statistics, and Analysis**

- 4.1 The Law provides the ability for the Court to impose Civil Orders for the prevention from sexual harm, for cases where a sexual risk is presented and conditions are necessary to protect (for example if a licence imposed at sentence is not long enough to manage risks presented; or risk assessment indicates that conditions are still required to manage someone's risk once their licence has finished). Process has been developed and refined during 2016, and applications are made by the Law Officers Chambers, in conjunction with the MAPPA lead agency – in all cases during 2016 this has been the Probation Service.
- 4.2 2016 saw the Courts impose two Sex Offender Prevention Orders (SOPOs) at the point of sentence and two Interim SOPOs following application independent from sentencing (Interim Orders being in place in advance of a hearing to determine the necessity for a full Civil Order). This means that Guernsey now has a total of 5 persons subject to Civil Orders for the prevention of sexual harm (one having been imposed in 2015).
- 4.3 All of these cases are managed under MAPPA and form a part of the statistics referred to in section 3 above. All of the current caseload of Civil Orders are managed by the Probation Service.

## **5 Further Offending**

- 5.1 MAPPA is designed to manage serious risks presented by certain individuals, and will endeavour to do so as best as reasonably possible. However, risk cannot be eliminated and there will be times when a person managed under MAPPA will commit a further offence.
- 5.2 A Serious Case Review process is being developed for further serious crime. Such a review will be required by the MAPPA Strategic Management Board when a new offence is one of murder, attempted murder, manslaughter, rape or attempted rape, and can be required in other cases at the discretion of the Strategic Management Board. There was one further conviction of a MAPPA subject recorded 2016 which did not meet the criteria for a serious case review. An internal review of processes and decision making will occur in order to determine any learning outcomes.