



PPANI Annual Report

1st April 2016 - 31st March 2017



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FOREWORD

Alan Smyth

Chair of Strategic Management Board

I am pleased to introduce the 2016/17 annual report on the Public Protection Arrangements in Northern Ireland (PPANI).

The purpose of this report is to demonstrate the accountability of PPANI to the public and to provide reassurance that, under the governance of the Strategic Management Board, the arrangements continue to provide an effective framework for managing the risks to the public posed by sexual and certain violent offenders. This report reflects the contributions made by all the agencies involved in PPANI during the last business year; looks back on developments over that period and sets out the Board's objectives for the coming 12 months.

Multi-agency working improves information sharing, joint decision making and coordinated intervention. Over the last year there have been a number of developments that have enhanced these elements of our work.

In October 2016 we held our Annual Special Interest Seminar for practitioners, with the theme 'Keeping the Focus on Victims & Survivors'. Opening remarks were given by Paul Frew, MLA, Chair of the Northern Ireland Assembly's Justice Committee and the keynote address was delivered by Peter Wanless, Chief Executive of the NSPCC who spoke on 'Protecting Children & Young People - A view of the NI Arrangements'.

As with previous years the Annual Special Interest Seminar provided practitioners from all PPANI agencies with the opportunity to share 'best practice' regarding this complex, challenging and crucial area of work. Agency representatives delivered inputs on Older Victims, Hate Crime from the perspective of Ethnic Minority Victims, PBNI's 'Accepting Differences' Hate Crime Intervention, the Prison Fellowship's 'Sycamore Tree Victim Awareness Intervention' and PBNI's Victim Information Scheme.

In order to ensure the continuation of the delivery of accredited training to staff from all the PPANI agencies in the Stable and Acute 2007 (SA07) risk assessment tool, PPANI joined with colleagues from the Republic of Ireland to hold a 'Train the Trainer' course facilitated by Dr RJ Wilson from Canada. A total of 5 practitioners from PSNI, PBNI and NIPS successfully completed this course and are now accredited to deliver SA07 Risk Assessment training. It is anticipated that further combined training will be delivered with our colleagues from the Republic of Ireland.

On 1 December 2016 Violent Offences Prevention Orders (VOPOs), a new civil preventative order aimed at helping to mitigate further the risk of violent re-offending, were introduced in Northern Ireland. Public Protection agencies welcome the introduction of VOPOs as previously a mechanism did not exist to allow agencies to manage the risk posed by those violent offenders not subject to licence/community supervision. VOPOs are not automatically applied to all violent offenders, but are a targeted risk management



tool based on an assessment that the offender poses a risk of serious violent harm. VOPOs operate in a similar way to Sexual Offences Prevention Orders by placing restrictions on where violent offenders can reside and by requiring them to undertake offence focused work. Offenders who are subject of VOPOs are also required to notify PSNI of their address.

One of the most important elements of the work carried out by the agencies is providing information and education to the public so they can protect and keep young people and the most vulnerable safe. The PPANI Coordinator and staff from the agencies have continued to deliver awareness raising presentations and provide information to a range of community/voluntary sector groups (including church & faith groups), local Councils, Policing & Community Safety Partnerships (PCSPs) and MLAs.

In closing I would like to thank our staff from across all the PPANI partner agencies for their commitment and dedication to this particularly challenging and complex area of work.

Alan Smyth
Chair, PPANI SMB
August 2017





WHAT IS PPANI?

PPANI background

The Criminal Justice Order (NI) 2008 created the public protection arrangements. The arrangements bring together a number of agencies and departments including the police, probation, prison service, health trusts and a number of other agencies to work together to provide effective assessment and management of the risks posed by certain sexual and violent offenders.

List of agencies and Departments statutorily obliged to cooperate under PPANI

- Police Service of Northern Ireland.
- Probation Board for Northern Ireland.
- Northern Ireland Prison Service.
- HSS Boards and HSS Trusts (Social Services).
- Northern Ireland Housing Executive.
- Department of Education.
- Department for the Economy.
- Department of Health.
- Department for Communities.
- Education and Library Boards.
- Youth Justice Agency.
- National Society for the Prevention of Cruelty to Children (NSPCC).
- Health & Social Care Board.
- Health Trusts.



The arrangements in Northern Ireland also have two Lay Advisors; they are full members of the Strategic Management Board and their role is to provide a challenge to the professionals and act as a "critical friend". The Department of Justice has policy responsibility for the risk assessment and management arrangements set out in the Criminal Justice (NI) Order 2008. The DoJ also acts to ensure that the funding provided is allocated to effectively deliver oversight of arrangements; and to ensure that all appropriate information regarding the public protection arrangements is provided to the Minister.

How PPANI works

The agencies listed above work together, within the Public Protection Arrangements, to decide how best to minimise the likelihood of offenders further causing serious harm to the public.

Offenders including those convicted of certain Sexual Offences, Violent Offences, Hate Crimes and Domestic Violence are identified and information about those offence types is gathered and shared across relevant agencies.

The nature and level of the risk of harm they pose is assessed and, where necessary, a risk management plan is implemented to protect the public. In most cases, the offender will be managed under the single agency statutory responsibilities of the relevant responsible agencies. However, a number of offenders will require multi-agency assessment and their risk management plans will be developed and actioned via multi agency Local Area Public Protection Panels (LAPPPs). These panels are made up of representatives from the agencies

that have a statutory responsibility or operational interest in the cases which are subject to assessment and management of risk. LAPPPs meet in various locations throughout Northern Ireland. For a full explanation on the operations of PPANI visit our website <http://www.publicprotectionni.com/index.php/operation>

Risk assessment

Information relating to risk is presented to the Local Area Public Protection Panel (LAPPP) for assessment. The LAPPP is chaired by a Probation Board Area Manager and made up of Police Officers, Probation Officers, Social Workers, Prison Staff and other professionals. This assessment process results in the offender being confirmed in one of three categories of risk:

Category 1

Someone whose previous offending and/or current behaviour and/or current circumstances present little evidence that they could cause serious harm through carrying out a contact sexual or violent offence.

Category 2

Someone whose previous offending and/or current behaviour and/or current circumstances present clear and identifiable evidence that they could cause serious harm through carrying out a contact sexual or violent offence.

Category 3

Someone whose previous offending and/or current behaviour and/or current circumstances present clear and identifiable evidence that they are highly likely to cause serious harm through carrying out a contact sexual or violent offence.



Information that can be shared about offenders

The Public Protection Arrangements aim to ensure that relevant information is available in good time to help those making risk assessments and drawing up risk management plans. The agencies involved recognise that the sharing of information between agencies is critical and each has signed up to an information sharing agreement. The current law on data protection prevents complete disclosure of information on offenders to the public. Information can, however, be disclosed to members of the public in certain circumstances where this is deemed necessary for protecting the public and can be justified by the evidence of risk.

Risk management

For cases where the risk level is assessed as Category 1, these are managed by a single agency in the community.

Multi-agency risk management plans are developed where the risk is assessed as Category 2 and Category 3. For each of the categories, a Designated Risk Manager (DRM) will be appointed. The DRM will be given specific responsibility for coordinating the risk management plan and ensuring that the actions contained in it are carried out. Risk management plans are specifically tailored to each offender and set out all the actions which the agencies will take, or require the offender to take, to minimise the risks he or she poses. Risk management plans will normally include both enforcement actions to restrict the offender's behaviour and positive encouragement actions designed to help him or her avoid causing serious harm through reoffending.

Each risk management plan will include home visits from the DRM, and other professionals including police to make sure the offender is complying with the plan.

Visits will be both announced and unannounced. Risk management plans for Category 2 and 3 are subject to reviews by the Local Area Public Protection Panels no later than every 16 weeks.

Ensuring a victim's perspective

The importance of protecting victims of crime and properly addressing their needs is fully recognised and supported by those agencies operating within the arrangements. When planning for the management of offenders in the community, the protection of victims remains of paramount importance. Victims of offenders whose risks are being managed by agencies within the public protection arrangements are provided with an information pack relevant to their own particular circumstances. They will also be provided with the name and telephone number of a police officer who will act as a point of contact on the Public Protection Arrangements.

There are also a number of schemes/ organisations that can provide assistance and information. In 2012 the Prisoner Release Victim Information Scheme, the Probation Board for Northern Ireland Victim Information Scheme and the Mentally Disordered Victim Information Scheme were brought together to help streamline services to victims and are managed under the PBNI Victim Information Unit. These schemes are voluntary and it is necessary to register with them. Information can be obtained regarding the PBNI Victim Information Scheme via victiminfo@pbni.gsi.gov.uk. Information regarding the Prisoner Release Victim Information Scheme can be obtained via NIPRVIS@dojni.x.gov.uk

At an operational level victims' issues are also central. At each Local Area Public Protection Panel (LAPPP) meeting, victims' issues are standing agenda items.



Strategic Management Board



Alan Smyth,
NIPS, SMB Chair



Chief Superintendent
George Clarke, PSNI



Hugh Hamill
PBNI



Colin Reid
NSPCC in NI



Liam Kinney
Northern Ireland
Housing Executive



Cecil Worthington
Belfast Health and Social
Care Trust

Lay Advisors are appointed by the Minister for Justice, under the Criminal Justice Northern Ireland Order 2008, to ensure there is openness, transparency and public representation alongside the Statutory Agencies with responsibility for Public Protection. The two members of the public appointed to the post of PPANI Lay Advisor can serve no more than six years to ensure a revitalised and refreshed approach. The role is often referred to as a 'critical friend'.

Within Northern Ireland many people are unaware that Public Protection Arrangements exist and that their safety is being continuously addressed expertly and diligently by dedicated and highly trained professionals.

As Lay Advisors we are allocated 48 days annually to attend Local Area Public Protection Panels, where we observe offenders being reviewed, Board Meetings, Quarterly Case Audits, where we review quality and achievement of standards, Training Events, Seminars, Committee Sub Groups where issues such as accommodation, policy and practice and victims issues are reviewed, discussed and developed. Liaising with experts in the area of offender management and other stakeholders is also vitally important in order to keep abreast of current practice and public thinking. The work we undertake is spread across all of the activities of the Public Protection Arrangements and help ensure that the Arrangements are robust and delivered effectively and equitably. Lay advisors break the duties down both thematically and geographically to ensure effective coverage and avoiding duplication of roles and responsibilities.

Lay Advisors



Jonathan Patton



Joe Blake



The ongoing management of offenders is a complex area of work and is one of the primary areas of focus for us when we observe Local Area Public Protection Panels (LAPPPs). By observing LAPPPs across Northern Ireland, we get to see and hear first-hand how the Arrangements are working and most importantly ensure that communication between the Agencies involved is clear, concise and timely.

We have a number of LAPPPs across Northern Ireland throughout the year, and continue to be impressed by the contributions and level of diligence by some of the agency personnel involved in offender management. It becomes evident very quickly when reading reports and listening to verbal accounts that high quality work is being completed to protect the public. We want to recognise and praise that quality of delivery, however at LAPPP's and at Quarterly Audits we do discover work that falls below the standard expected and it is then our responsibility as Lay Advisors to feedback to PPANIs Strategic Management Board on these issues and encourage Agencies to implement the required improvements .

The Annual Special Interest Seminar this year focused on Victims and Survivors and what services were in place for them as they attempt to rebuild their lives. Statutory Agencies, Charities and Voluntary Groups all made informative and instructive presentations and the work being done in this sector has to be commended highly for its professionalism, empathy and genuine care.

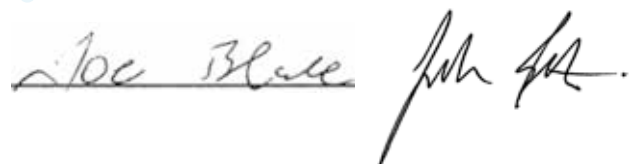
This year saw the introduction of the long awaited Violent Offenders Prevention Orders. Having observed LAPPPs we are already

seeing that these orders are being applied for, awarded and implemented with great effect. It would be our opinion that these orders are a vital additional tool in respect of the management of some offenders.

The Public Protection Arrangements for Northern Ireland are a robust and well developed system designed to assess and manage the risk posed by sexual and certain violent offenders. It is widely recognised that the Northern Ireland Arrangements are amongst the best developed anywhere around the world.

In that light however, as public sector budgets are reducing, experienced staff taking advantage of voluntary exit schemes or retirement and internal Agency restructuring, these is a significant loss of expertise and knowledge. The Arrangements have gone through a period of change and are still evolving. We continue to monitor this and it is our submission to the Strategic Management Board that we ring fence and protect the administration and delivery of the Arrangements to prevent any dilution of the services or the quality that they have become synonymous with.

As Lay Advisors, we would wish to commend all who work within the Arrangements for the exceptional work they do and the times they go above and beyond to deliver an excellent service to our Communities.




Key Achievements 2016-17

Over the past year, the PPANI agencies have continued to work together and share information to inform and provide robust risk management plans for PPANI eligible offenders (sexual and certain violent offenders). There have been a number of developments in the past 12 months which have enhanced the effectiveness of the arrangements and helped the agencies work better to protect the public.

Among these are:

- On 1st December 2016, Violent Offences Prevention Orders were introduced.
- In October 2016, an annual Special Interest Seminar was held for practitioners on the subject of 'keeping the focus on victims and survivors'. This provided practitioners the opportunity to explore best practice in this area of work.
- PPANI agencies have continued to implement recommendations arising from Serious Case Reviews/Internal Reviews.
- The PPANI Coordinator and agency representatives have continued to engage with community/voluntary sector groups, PCSPs, local Councils and elected representatives. The purpose of this engagement is to provide information and education to communities regarding the work of the agencies.
- Revised documentation was piloted across two teams within the arrangements to ensure that relevant information was presented for discussion at LAPPPs and in turn, allowed individual risk management plans to be more targeted and specific.
- Five agency practitioners successfully



attained accreditation as Stable and Acute 2007 (risk assessment tool) trainers.

Our Objectives for the next 12 months

The Strategic Management Board has a number of key objectives for the coming 12 months. These include:

- Ensuring the implementation and recommendations of Serious Case Reviews.
- Ongoing engagement with community groups, the media and elected representatives.
- Following the piloting of revised documentation across 2 teams, the roll out of revised documentation across the Province.
- Convening a Special Interest Seminar for practitioners on the subject of Online Offending/E-Safety.
- Review of the current Manual of Practice.
- Implementation/consideration of findings and recommendations from the forthcoming Criminal Justice Inspection of PPANI.
- Consideration of findings of PPANI effectiveness research.



PPANI STATISTICS:

Number of Cat 2 offenders at 31st March 2017	179
Number of Cat 3 offenders at 31st March 2017	18
Total Cat 2 and 3 Offenders at 31st March 2017	197

Number of Cat 2 and 3 Sexual Offenders at 31st March 2017	105
Number of Cat 2 and 3 Violent Offenders at 31st March 2017	92

LAPPP data 1st April 2016 - 31st March 2017	
Total number of LAPPP Reviews	708
Number reviewed in community	577
Number reviewed in custody	131
Number of Initial Referrals	320
Number of Review Referrals	388
Number of Re-referrals due to Significant Concerns	12
Number of Cases re-categorised to Cat 1	46

DRM by Agency At 31st March 2017	
PBNI	287
PSNI	344
NIPS	76
Social Services	0
Trusts	1

Explanation commentary on statistical tables

a) The totals of PPANI eligible offenders, broken down by category, reflect the picture on 31st March 2017 (i.e. they are a snapshot).

b) Sex offenders - those who are required by law to notify the police of their name, address and other personal details and to notify any changes subsequently (known as 'notification requirements' or 'the sex offender register'). Failure to comply with the notification requirements is a criminal offence which carries a maximum penalty of 5 years imprisonment.

c) Violent offenders - those who have been convicted of a violent offence against a child or vulnerable adult, or violent offences within a domestic situation, as well as other violent offences which have been aggravated by hostility.

d) Public Protection Team (PPT) - This is a small team of highly experienced police, probation and social services staff whose aim is to provide a consistent level of management of risk for those offenders in the community who represent the greatest cause for concern.



Public Protection Arrangements in Northern Ireland

151, Belfast Road

Seapark Complex

Carrickfergus

BT38 8PL

T 028 90259612

E julie.smyth@publicprotectionni.gsi.gov.uk

www.publicprotectionni.com