



# PPANI Annual Report

1 April 2017 - 31 March 2018



NORTHERN IRELAND  
PRISON  SERVICE



AN ROINN  
Sláinte, Seirbhísí Sóisialta  
agus Sábháilteachta Poiblí  
MÁNNYSTRE O  
Poustie, Resydënter Heisin  
an Fowk Siccar



**Housing**  
Executive

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## FOREWORD

Alan Smyth

Chair of Strategic Management  
Board

I am pleased to introduce the 2017/18 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 (SMB), 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 April 2017 following their successful accreditation as Stable and Acute 2007 (SA07) trainers, five practitioners from the Police Service of Northern Ireland (PSNI), the Probation Board for Northern Ireland and the Northern Ireland Prison Service, along with five colleagues from the Probation Service and An Garda Síochána in the Republic of Ireland were presented with Certificates of Achievement by Dr Karl Hanson, co-author of the SA07 risk assessment tool, at the National Organisation for the Treatment of Abusers Ireland conference at Dromatine, Co. Down. On 19th October 2017 we held our Annual

Special Interest Seminar for practitioners at Girdwood Community Hub. As with previous years the Annual Special Interest Seminar provided practitioners from all PPANI agencies with the opportunity to highlight areas of innovation and share 'best practice' regarding this complex and challenging area of work. The seminar covered the dual themes of innovative practice in respect of Domestic Violence and Online Safety. The event was opened by Ronnie Armour, Director General of the Northern Ireland Prison Service and Director of Reducing Offending in the Department of Justice (DoJ).

The keynote address was delivered by His Honour Judge McElhome on the theme 'A Judicial Perspective on Domestic Violence'. Dr Geraldine O'Hare, Head of Psychology & Interventions PBNi, along with Marie Brown, Foyle Women's Aid and Nicola Cuning, Victim Support Foyle provided informative inputs regarding the pilot of the innovative Domestic Violence Problem Solving Court within the Foyle area. Margaret Gallagher, National Society for the Prevention of Cruelty to Children and the PSNI's Detective Sergeant Elaine McCormill also spoke on the topical subject of 'On-Line' safety and the need for parents and professionals to develop awareness on how to keep children safe on-line.

2017/18 saw the first full year of the operation of Violent Offences Prevention Orders (VOPOs). Introduced on 1 December 2016 a VOPO is a new civil preventative order aimed at helping to mitigate further the risk of violent re-offending. The Public Protection agencies welcomed their introduction 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 harm by committing a violent offence. 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. As of 31 March 2018 a total of 18 such orders have been made in respect of PPANI eligible offenders.

One of the most important elements of the work carried out by the agencies is providing information and raising awareness of public protection issues to the public in order that they can protect and keep safe young people and the most vulnerable in society. 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 and MLAs.

The period 2017/18 saw a significant number of changes in respect of agency representation on PPANI's Strategic Management Board. Long serving members Liam Kinney, Northern Ireland Housing Executive (NIHE), Tony Rodgers, Health & Social Care Board (HSCB) and Cecil Worthington, Belfast Health & Social Care Trust (BHSCT) retired during the year and Chief Superintendent George Clarke, PSNI transferring on promotion. I would personally wish to acknowledge their contribution to the work of PPANI. I would also wish to extend a warm welcome to new SMB members Mark Ingham (NIHE), Paul Morgan (Southern HSCT), Martin Quinn (HSCB) and Chief Superintendent Paula Hillman (PSNI).

In June 2017, following agreement with the DoJ, PSNI agreed to assume responsibility for the employment of a PPANI Coordinator on a permanent basis. Previously this post had been appointed on a 3 year fixed term contract or via secondment from one of the PPANI agencies. Following an external recruitment process, Julie Smyth was appointed as PPANI Coordinator in November 2017. The appointment of a permanent PPANI Coordinator has brought a new level of stability, certainly and continuity to this important and key post and has been welcomed by all PPANI agencies.

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 2018







## 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 causing further 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 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

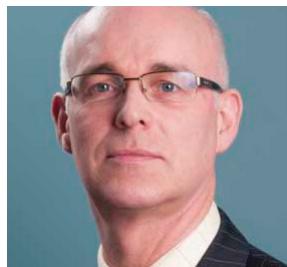
The importance of protecting victims of crime and properly addressing their needs is fully recognised and supported by those agencies operating within the arrangements. When planning for the management of offenders in the community, the protection of victims remains of paramount importance. Victims of 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](mailto:victiminfo@pbni.gsi.gov.uk). Information regarding the Prisoner Release Victim Information Scheme can be obtained via [NIPRVIS@dojni.x.gov.uk](mailto: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 is a standing agenda item.

### Strategic Management Board



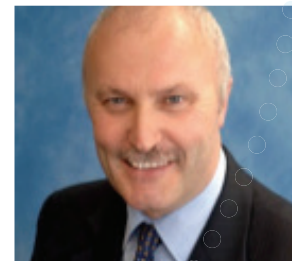
Alan Smyth,  
NIPS, SMB Chair



Paula Hillman,  
Chief Superintendent, PSNI



Mark Ingham  
Northern Ireland  
Housing Executive



Paul Morgan  
South Belfast Health and  
Social Care Trust



Hugh Hamill  
PBNI

Not pictured but also  
members of PPANI SMB are:

Martin Quinn  
HSCNI

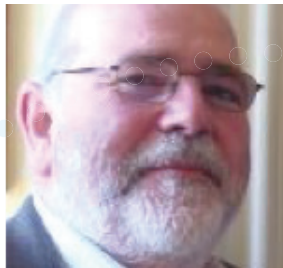
Bronagh Muldoon  
NSPCC in Northern Ireland



## Lay Advisors



Jonathan Patton



Joe Blake

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'.

As Lay Advisors we are allocated 48 days annually to attend Board Meetings, where strategy and overall governance is set, Committee Sub Groups where issues such as accommodation, policy and practice and victims' issues are reviewed, discussed and developed, Local Area Public Protection Panels, where we observe individual cases being reviewed and Quarterly Case Audits, where we review quality and the attainment of standards. There are also Training Events and Seminars where we can liaise with experts in the field of offender management and other stakeholders in order to keep abreast of current best 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 separate out the duties both thematically and geographically to ensure effective

coverage and avoiding duplication of roles and responsibilities.

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 and that risk is being assessed with all of the information that is possible at that time.

During the year we have observed a number of LAPPPs across Northern Ireland and continue to be impressed by the contributions and level of diligence by 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 constructively challenge it and feedback to PPANIs Strategic Management Board on these issues and encourage Agencies to implement the required improvements. In addition, the Quarterly Audits provide Lay Advisors the opportunity to work with key Agency personnel in a multi-agency - multi disciplinary setting where extensive discussion, dialog and learning can take place to further increase our levels of understanding and promote enhanced working practices.

We continue to support the development of Circles of Support and Accountability (CoSA) in relation to PPANI related offenders. CoSA has been widely implemented in other jurisdictions, including North America, and has proved to be effective by supporting offenders and as a consequence of this support decreasing





their risk to the community. We are actively supporting PPANI to seek funding to roll out this development.

The Annual Special Interest Seminar this year had a strong input on Domestic Violence and new initiatives that have come online to protect victims and deal with offenders. Particularly of interest was the account of the scheme that has domestic violence cases heard by one judge on one single day of each month in the Londonderry Magistrates Court. Enhanced arrangements ensure victims have access to appropriate support services and efforts are also made to ensure victims and alleged perpetrators do not see each other prior to the hearing. Results have shown that the new processes have helped victims stay with the legal and court processes which for them can be a traumatic experience

This year saw the second full year of reporting within the Arrangements of the Child Protection Disclosure Arrangements (CPDA) being in operation. From the introduction of CPDA in April 2016, 18 applications have been made. Of those, none were assessed as requiring disclosure to be made under the Arrangements. These numbers would tend to mirror experiences in other parts of the UK. Whilst not a PPANI system, Lay Advisors see it as an important reference to reassure past victims that their voices are being heard and protection mechanisms are being joined up to provide that safety in the future. Even though the numbers of applications are not massive, it allows anxious individuals a clear route to report their concerns. In turn the CPDA have significant potential to reduce or prevent the risk of abuse to those most vulnerable in our communities.

One issue that did exercise the Lay Advisors significantly was the tragic event at Grenfell Tower June 14th, 2017 in London. Lay Advisors sought reassurance from Approved Premises providers that none of the hostels accommodating PPANI offenders had the same

or similar cladding and that the providers had carried out all reasonable checks on the fabric of their buildings to ensure a similar event could not occur. We are pleased to report that all accommodation providers have declared their buildings free of such risk.

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. However, as with many other government bodies and agencies, agencies contributing to the Arrangements depend on funding commensurate with the level of service expected of them and leadership provided by a Minister heading up the Department of Justice. The continued absence of a Justice Minister means we have no figurehead to open and provide a keynote address at our Annual PPANI Special Interest Seminar and with regard to our own appointment/reappointment as Lay Advisors, both we and the Department of Justice are unclear how that issue will also be resolved.

It would be negligent of us as Lay Advisors, appointed by the Minister, not to highlight that the continued and now long-term lack of a Government in NI has the potential to have a negative impact on the Arrangements in NI and increase the risk of harm to our communities not lessen them.

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.

*John McBlane*



## Key Achievements 2017-18

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:

- In October 2017, an annual Special Interest Seminar was held for practitioners covering the dual themes of innovative practice in respect of Domestic Violence and Online Safety. This provided practitioners with 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, elected representatives and Faith Groups. The purpose of this engagement is to provide information and education to communities regarding the work of the agencies.
- Following a successful pilot in two custody/community teams, revised PPANI documentation (Referral & Lead Agency Briefing/Designated Risk Manager Reports) has been rolled out to all PPANI agencies. The revised documentation has ensured that relevant information was presented for discussion at LAPPPs and in turn, allowed individual risk management plans to be more targeted and specific.
- Recruitment/appointment of a PPANI Coordinator on a permanent basis.



## 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.
- Continued revision of existing PPANI documentation.
- Publication of PPANI effectiveness research and consideration of the findings.
- Convene a special interest seminar on the theme of 'using research to develop practice'.
- Continued review of the current Manual of Practice.
- Implementation/consideration of findings and recommendations from the recent Criminal Justice Inspection of PPANI.





## PPANI STATISTICS

Number of Cat 2 offenders at 31/03/18	148
Number of Cat 3 offenders at 31/03/18	27
Total Cat 2 and 3 Offenders at 31/03/18	176

Number of Cat 2 and 3 Sexual Offenders at 31/03/18	94
Number of Cat 2 and 3 Violent Offenders at 31/03/18	82

LAPPP data 1 April 2017 - 31 March 2018	
Total number of LAPPP Reviews	239
Number reviewed in community	197
Number reviewed in custody	42
Number of Initial Referrals	110
Number of Review Referrals	129
Number of Re-referrals due to Significant Concerns	20
Number of Cases re-categorised to Cat 1	15

DRM by Agency At 31 March 2018	
PBNI	313
PSNI	310
NIPS	75
Social Services	1
Trusts	10

## Explanation commentary on statistical tables

a) The totals of PPANI eligible offenders, broken down by category, reflect the picture on 31st March 2018 (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.

Further information can be found on our website at [www.publicprotectionni.com](http://www.publicprotectionni.com)



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