

Probation Service Annual Report

Vision

To provide high quality, evidence based offender management to the Courts, Community and Prison in order to protect the public and reduce re-offending.

Core Service Delivery

Reports	To prepare reports in criminal cases, advising the courts on offending behaviour, public protection and risk management.						
	To prepare reports for the parole review committee advising on release plans for those eligible for parole.						
Offender Management	To manage offenders subject to supervision in the community, to reduce the risk of further offending behaviour.						
	To manage and implement the Offender Management Strategy within the Guernsey Prison.						
	To supervise offenders on release from custody, including serious violent and sex offenders under Multi Agency Public Protection Arrangements.						
	To develop and implement restorative approaches with offenders to provide positive outcomes for victims.						
Community Service	To administer the Community Service Scheme, providing a sentence for the courts to impose unpaid work in the community as an alternative to a custodial sentence.						

CPO's Foreword

The Probation Service includes:

- The Probation Community Team
- The Prison Offender Management Unit
- The Community Service Scheme
- The Multi Agency Public Protection Unit

The Business Plan for 2016 set out 19 operational objectives for the Probation Service under five priority areas:

- 1. Supervision of Offenders
- 2. Management of High Risk Offenders
- 3. Community Service
- 4. The promotion of Social Inclusion
- 5. Individual and team development and performance management

The first part of this annual report gives an update on progress against the 2016 objectives.

This is followed by a statistical section and further information about the various areas of work undertaken by the Service.

We evidence within the Probation Service the themes of Service Guernsey: - innovation, customer focus; use of technology; value for money; people and performance management. Examples of our work in these areas are demonstrated below. We will continue to focus on development of these themes within our work.

Innovation

- The models of intervention used with sex offenders is considered cutting edge in management of high risk offenders.
- The Probation Officer trainee scheme provides highly regarded 'in house' professional training for local people and provides qualified Probation Officers to take over from retiring officers.
- The partnership between the Probation Service and the Prison to run the Offender Management Unit at the Prison is a unique arrangement acknowledged as good interagency practice by HMIP.
- Alcohol testing of clients on post custodial licences and supervision orders is ahead of current practice in the UK.

Customer Focus

- The Victim Liaison Scheme and Restorative Justice practices put our main customers those harmed by crime in the community at the centre of all we do.
- Risk management plans for high risk offenders are centred on protection of identified victims or victim groups in the community.
- We undertook our second review of offender's experience of community supervision in 2016. The survey used was based on latest research into desistence practice and enabled a comparison with UK probation services.
- All staff use a pro-social modelling approach to communicate and work with clients.

People

- Continual professional development core competency training continues to be delivered through a contract with a clinical forensic consultant to ensure that the Probation Officers are working in line with the latest research.
- All Probation staff have monthly operational and clinical supervision with their line manager, alongside an open door policy by all managers and colleagues to ensure ongoing support for staff in a high stress profession.
- Our trainee scheme is an opportunity to use local professionals to develop local talent.

Use of Technology

- We have an effective and efficient case management system (Data Analysis and Information System – DAISy) however management information required for monitoring and planning services is less accessible and responsive than we would like. The system is shared with Jersey Probation Service and other criminal justice agencies and a rewrite is underway which we hope will facilitate access to information.
- We are introducing modern ways of working such as flexible and home working as the technology allows.

Value for Money

- We now assess, treat, and manage the majority of convicted sex offenders on island giving significant financial savings as sex offenders no longer have to be transferred to UK prisons to attend treatment programmes.
- Effective community sentences are delivered at a fraction of the cost of custodial sentences.
- Our trainee scheme provides locally trained Probation Officers and saves money on recruiting qualified staff on short term licences from off island. Newly qualified staff replace those retiring from the service at a lower cost.
- Managers and experienced officers contribute criminal justice knowledge to interagency strategies.

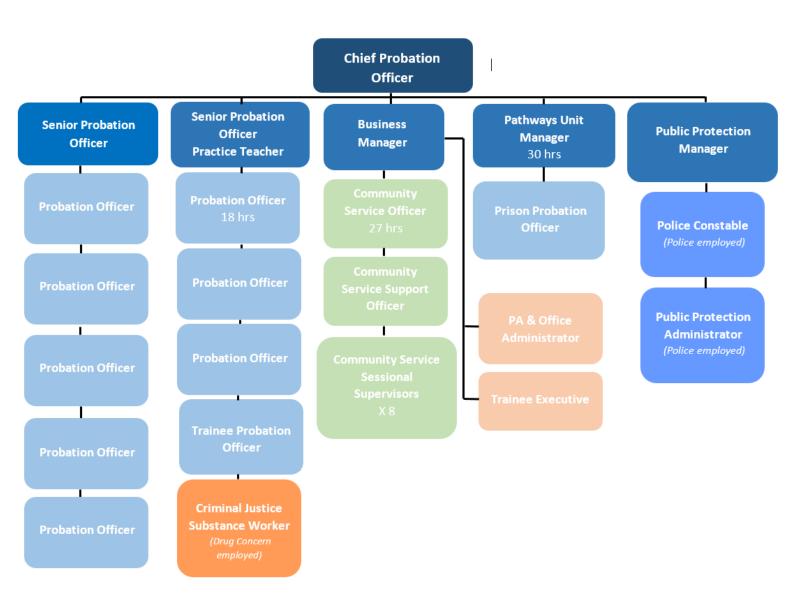
Performance Management

- Staff supervision is competency and performance based, ensuring compliance with the legislative base under which our work in undertaken.
- We are working toward competency based job descriptions and appraisals linked to agency and departmental objectives.
- The Probation Service has a suite of 13 KPI's based on evidencing compliance with the legislative framework and effective practice.

Most of our revenue funding is spent on staff and I would like to thank all those working for the Probation Service from administration to managers and partner agencies for their ongoing commitment and willingness to go the extra mile. As with all offender management social work services the results achieved are directly related to the quality and professionalism of staff and I would especially like to commend the work of the Probation Officers who do the majority of the day to day, face to face work with offenders to make our community a safer place to live.

Anna Guilbert
Chief Probation Officer

Structure of the Probation Service



Progress against 2016 objectives

Service Priority: Supervision of Offenders

The Probation Service is the lead agency in the management and reformation of offenders. One of the primary contributory factors to offending is the presence of attitudes supportive to offending, and poor thinking and problem solving skills. Probation Officers are trained to build relationships to help offenders to change and there is substantial evidence that robust community sentences are more effective in terms of reoffending rates than short sentences of imprisonment. Intervention by an experienced Probation Officer can bring about fundamental changes in thinking and behaviour.

<u>Objective</u> <u>Progress</u>

Objectives for 2016

Increase practice of returning orders to court for good progress, or non-engagement.

Probation supervision as an index sentence is targeted at those offenders needing most intensive supervision to reduce offending. The order can be up to 3 years in duration. It is considered good practice and a more effective use of resources to return the order to court if the required work has been completed and satisfactory progress made. Equally, if an offender cannot be motivated to engage in supervision this should be notified to the court. Good practice is continuing to be developed in this area.

Introduce Level of Service/Case Management Inventory (LS/CMI) including training for all report writers.

All report writing probation staff were training in this assessment instrument which predicts the likelihood of client reconviction and aids supervision planning. This develops and updates the previous assessment tool which GPS had been using successfully for several years. Level of Service Inventory (LSI) scores are a key tool in evaluating reconviction studies.

In conjunction with the Criminal Justice Strategy – to continue to develop and implement evidence based community sanctions.

The Criminal Justice Strategy, known in the new mandate of the Committee for Home Affairs as the Justice Policy has been in abeyance in 2016.

Progress implementation of new Probation Law including relevant policies and procedures. The new Probation Law will enable the courts to sentence to Community Service and Supervision at the same time which will provide more scope for community sentencing. The Law is largely

	complete and will progress to implementation.
Engage in review of early release provision to promote predictable release dates.	The new Parole Law moves eligibility for early release for those serving longer sentences from a third to half way point in sentence. Although still a discretionary system this should give more predictable release dates to enable more effective pre-release planning

Progress Report

Service Priority: Management of High Risk Offenders

In 2011 the States approved the introduction of a new Sex Offenders Law. The implementation of the parts of the Law relating to registration, monitoring and management of relevant offenders are the joint responsibility of the Police and Probation Services. Work in the period leading up to the introduction of the New Law in 2015 ensured that all the requisite training, liaison, procedures and personnel were in place for effective implementation.

There is a separate annual report in regard to the multi-agency public protection arrangements (Mappa) The Responsible Authority for the arrangements designated in law are the Chief Probation Officer, Chief officer of Police, and the Prison Governor.

<u>Objective</u> <u>Progress</u>

Objectives for 2016

Work in partnership with Police to deliver effective implementation of the new Law.

The Senior Probation Officer (MAPP Unit Manager) works part week from the Public Protection Unit at the police station to ensure effective work between the police officers monitoring the notifiers, the probation officers undertaking the risk management work and the child protection remit of the PPU. This has developed and much strengthened partnership working.

Continue to develop good practice in management and treatment of sex offenders and high risk domestic abuse perpetrators.

Probation Officers, Public Protection Unit and Offender Management Unit staff have received a variety of training including: Collaborative formulation, Stable Acute and processes, motivational approaches and various psychometric risk assessment procedures. New Staff were given core training in the Sex offender programme and regular research updates were given.

Develop the Strategic Management Board to implement the new Multi-Agency Public Protection arrangements and provide training for all agencies involved.

The strategic management group comprising senior managers from all agencies involved in MAPPA meet twice annually to receive reports on the implementation of the Law and to approve the

annual report.

Progress Report

Service Priority: Community Service

Community Service offers a sentencing option to the court which allows offenders to remain in the community whilst undertaking unpaid work for the benefit of local charities and agencies. Community Service has been successfully used as an alternative to short custodial sentences for the past 9 years and during this time has completed over 70,000 hours of labour for the local community.

Cuts to Probation Service budgets resulted in a restructuring of the Community Service Team in 2016. The team is now staffed by one part time community service officer and a sessional supervisor contracted for 12 hours a week, plus sessional supervisors who run the weekend work parties. Management support is given by the Probation Service business manager. This will be trialled through 2017.

<u>Objective</u> <u>Progress</u>

Objectives for 2016						
Relocation to new store facility thus saving staff costs.	Storage facilities are now on a shared site with the environment department. This has the benefit of parking facilities which means that staff time is more effectively used.					
Continue updating of policy and processes especially Health and Safety protocols.	Complete review of all Health and Safety documentation for the Probation Service, including Community Service completed by the Community Service Team.					
To develop an integrated approach with other work based rehabilitation initiatives such as CEP's and SSD return to work programme to enable unemployed offenders to use the positive experience of working on Community Service to help find paid work.	This work will be carried forward to 2017.					

Progress Report

Service Priority: Promotion of Social Inclusion

Research generally indicates that the most effective management in relation to offenders is community based. Whilst this does not mean that effective intervention cannot happen in prison, it does illustrate the importance of keeping offenders in the community for treatment if safe to do so.

Offending is intrinsically related to poverty,unemployment, fractured family relationships and lack of access to decent housing. Effective offender management therefore includes other agencies such as mental health, housing, social security and addiction agencies. Other social factors in the community such as family and social networks and job opportunities will also influence re-offending.

Social Inclusion is a critical process for achieving long term change and responsible citizenship. The Probation service brings expertise in how offending related issues need to be incorporated and considered in a range of social policy strategies.

<u>Objective</u> <u>Progress</u>

Objectives for 2016

Bring criminal justice offender management expertise to multi agency and Home Department strategies including Criminal Justice, Domestic Abuse, Drug and Alcohol, Restorative Justice, Children's Planning and Mental Health and Wellbeing.

Improve accommodation options for offenders being released from prison, and support third sector support agencies such as Caring for Ex-Offenders.

The Probation Service is represented on the following multi agency social policy groups:

Domestic Abuse Strategy: – legislative review group; Multi Agency Risk Assessment Conference steering group; Domestic Abuse Strategy Advisory Group.

Children and Young People's Plan (CYPP): Children and Young person's implementation overview group; ISCP monitoring and evaluation group; ISCP training and development group.

Drug and Alcohol Strategy: Practitioners Forum; management in partnership with Drug Concern of Substance misuse worker.

The new charity 'Offender Deposit Assistance Scheme' has been set up this year under the chairmanship of John Robinson and with a grant from Lloyds TSB. This is administered from the Probation Service and has provided repayable deposits for housing to vulnerable people coming out of prison. Work has also been undertaken on providing bank accounts for ex-offenders.

Ensuring where possible and appropriate that the views of victims are communicated to the PRC and Courts and to put the protection of victims at the centre of all risk assessments and management.

Promote an integrated approach to sentence and supervision planning to include the third sector.

All victims of sexual and serious violent offences are offered ongoing contact through the Probation Service so that their voice can be communicated in the justice process including when offenders are released from prison. This work continues to be developed.

Caring for ex-offenders and Caritas are two charities which work across the transition from custody to the community and have received training in Mappa and work with sex offenders in order to work in partnership with the Probation Service.

Progress Report

Service Priority: Individual and Team Development and Performance Management

The Probation Service has a well-developed programme of recruiting trainee Probation Officers as needed to provide for effective succession planning for projected retirements. The first three trainees have completed their qualifications and are now employed as Probation Officers. A further student is progressing through the two/three year training required to gain the relevant qualification. The trainees bring new research and innovation in Probation practice into the team. The Service has invested in training a Probation Officer as a Practice Teacher and is developing reciprocal student placement opportunities with local social services. This training programme is an excellent opportunity for training for local recruits and a cost effective way to ensure good succession planning.

The training plans for the team and individuals are based on evidence based developments in Probation work and Offender Management.

<u>Objective</u> <u>Progress</u>

Objectives for 2016 The Probation service has 13 key performance indicators reported on each month. These are designed to promote and develop good practice and are monitored in regard to practise by the responsible senior probation officers and business Full reporting and Management Information manager. The business intelligence model drawing re KPI's. data direct from the database has never come to maturity and most metrics are now gathered manually through spreadsheets. There are improvement plans in place for any KPI not reaching designated targets. 6 days a year are designated core probation Maintain professional development for all practice/continued professional development. team members (core probation training, further training, management training). Continue to develop programmes New trainee recruited. trainees (including recruitment of new Replacement practice educator identified, to trainee in 2016 to commence social work commence training in 2017. course in 2017), Probation Officers, Managers and Practice Teacher.

Work toward audit of specific areas of Standards and Expectations document completed. Probation and Community Service practice (including self-assessment and external moderation).

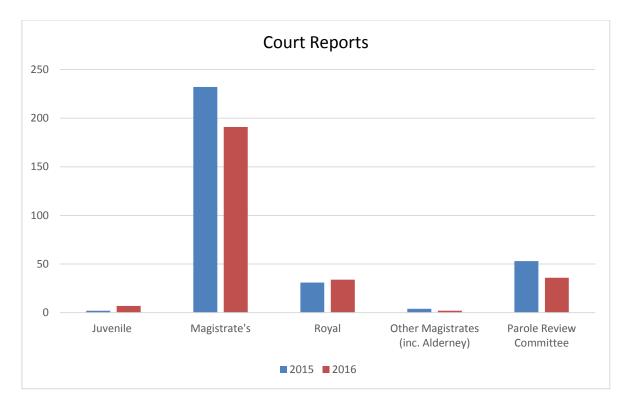
Statistics

The Probation service completed 234 reports for the Guernsey Courts in 2016. This is a 13% reduction from 2015 when the total was 269.

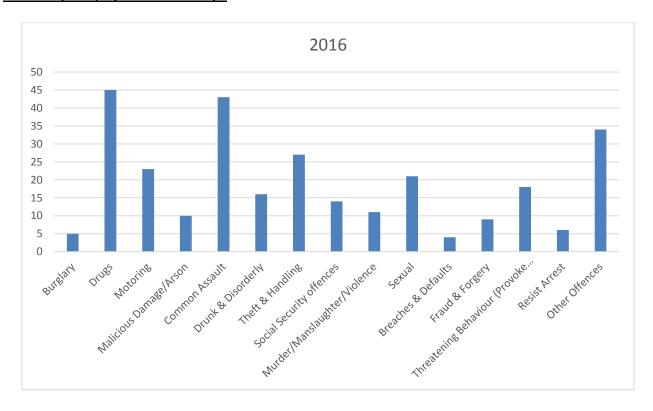
Reports were down 17% in Magistrates court and rose by 9% on much smaller figures in the Royal Court.

36 reports were prepared for the Parole Review Committee, compared to 53 in 2015.

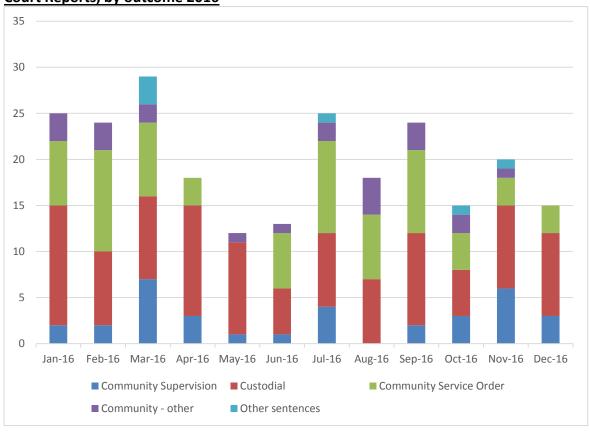
All Court Reports, by Court



Court Reports, by Offence Groups

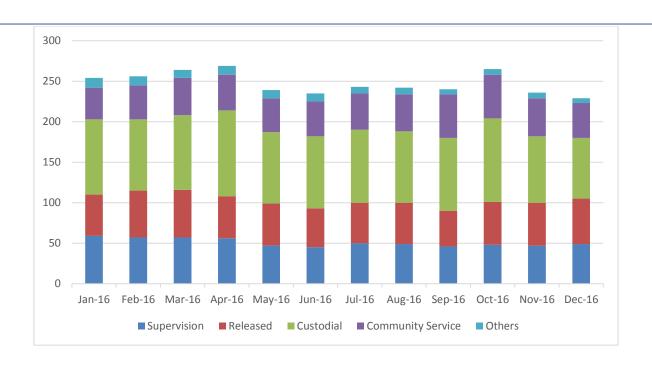


Court Reports, by outcome 2016



	Jan-	Feb-	Mar-	Apr-	May-	Jun-	Jul-	Aug-	Sep-	Oct-	Nov-	Dec-
	16	16	16	16	16	16	16	16	16	16	16	16
Community	2	2	7	3	1	1	4	0	2	3	6	3
Supervision												
Custodial	13	8	9	12	10	5	8	7	10	5	9	9
Community	7	11	8	3	0	6	10	7	9	4	3	3
Service												
Order												
Community	3	3	2	0	1	1	2	4	3	2	1	0
– other												
Other	0	0	3	0	0	0	1	0	0	1	1	0
sentences												
Total	25	24	29	18	12	13	25	18	24	15	20	15

Total Caseload, End of Month 2016



	Jan-	Feb-	Mar-	Apr-	May-	Jun-	Jul-	Aug-	Sep-	Oct-	Nov-	Dec-
	16	16	16	16	16	16	16	16	16	16	16	16
Supervision	59	57	57	56	47	45	50	49	46	48	47	49
Released	51	58	59	52	52	48	50	51	44	53	53	56
Custodial	93	88	92	106	88	89	90	88	90	103	82	75
Community	39	42	46	44	42	43	45	46	54	54	47	43
Service												
Others	12	11	10	11	10	10	8	8	6	7	7	6
Total	254	256	264	269	239	235	243	242	240	265	236	229

Statistical analysis

Supervision reduced from a monthly average in 2015 of 67 to a monthly average in 2016 of 51 (down 23%)

Community Service had an average monthly caseload of 49 in 2015 and 45 in 2016 (down 8%)

Custodial caseloads remained steady at a monthly average of 89 in 2015 and 90 in 2016.

The caseload on licence after release from custody was a monthly average of 55 in 2015 and 52 in 2016 (down 5%)

The average case load over the year for the Service in 2016 was 247 (range 254 to 229). This was a reduction from an average caseload in 2015 of 296 (range 322 to 252)

The overall caseload reduced by approximately 16%.

Nature of the cases being managed by the Probation Service

As noted in the PWC report commissioned to look at baseline budgets, the Police, Prison and Probation Services have over the past few years experienced an increase in high risk sexual and serious violence offenders, some resulting from prosecutions of historic cases but still needing appropriate management by the Probation Service in prison and in the community.

These cases pose a risk to the community in terms of protection of children and vulnerable adults and the quality and intensity of assessment and intervention by probation officers has increased with the rebalancing of the caseloads toward these higher risk individuals.

Probation Work in the Community

Probation Supervision in the community is targeted at those offenders needing the most intensive supervision to reduce offending indicators. Index sentencing can be either by means of a Probation Order or a Suspended Sentence Supervision Order, both involve undertaking a planned programme of work with a Probation Officer designed to reduce the risk of reoffending. Additional conditions can be added to supervision such as drug and alcohol testing and requirements to attend group work programmes such as ADAPT (for domestic abuse perpetrators)

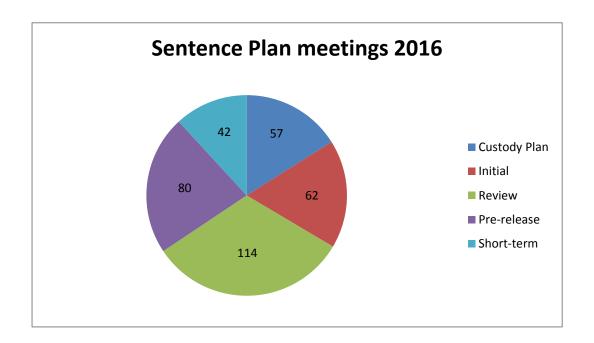
Other supervision in the community is of those offenders who have served a custodial sentence and are released on post custodial licence or supervision order. These include all young offenders and all adults serving longer sentences. The only group which comes out of prison with no supervisory period is those adults serving short prison sentences under 12 months.

Work in the Prison

The assessment of risk posed by an offender and the identification of the factors which have contributed to the offending, are the starting points for all work with offenders. A Senior Probation Officer and main grade officer work within the Offender Management Unit in the Prison alongside

uniformed prison staff. All prisoners are assigned an offender manager (probation officer) to work with whilst in custody and, where they are subject to post custodial supervision, the same Probation officer will continue to supervise them on licence after release.

In regard to workload, there were a total of 355 sentence plan meetings held in the offender management unit in 2016. These meetings are chaired by the offender manager for the case and ensure that effective plans for the custodial period are put in place. Review and pre-release meetings attempt to ensure that plans are in place for the transition back into the community.



Release on Temporary Licence reports

There were 51 reports written assessing prisoners for release on temporary licence in 2016 (up from 31 in 2015). ROTL is a key tool in reintegrating prisoners back into society but every stage has to be carefully risk assessed by a Probation Officer and Prison staff.

Work with High Risk Offenders

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 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.

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 provided a legal framework for MAPPA, and put a duty on the Probation Service, Police Service and Prison (the 'Responsible Authority') to make the arrangements. It placed 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.

Most offenders managed under multi agency public protection arrangements have a Probation Officer as a lead worker. The Mapp unit and caseload is overseen by a Senior Probation Officer working in partnership with the Police Public Protection Unit.

Mappa caseload

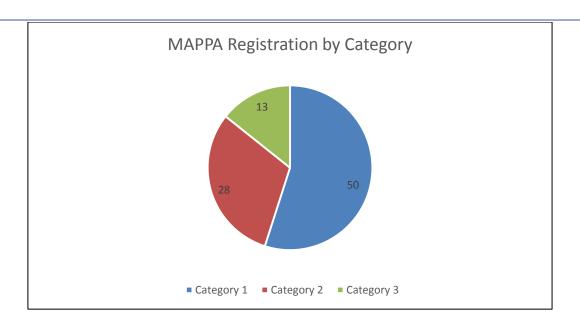
There are three categories of MAPPA subject:

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.

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



Management of sex offenders in Guernsey

All sex offenders in Guernsey are managed by the Probation Service throughout their sentence - in prison, on post custodial supervision or, more rarely, under community disposals such as Probation and Suspended Sentence Supervision Orders. Probation Officers have specialist knowledge and experience of working with sex offenders. Training, consultancy, and supervision of the work undertaken by Probation Officers have been provided by forensic clinical psychologist Dr David Briggs for several years.

Guernsey Probation Service has developed a structured clinical approach in the assessment, formulation, intervention, review, and ongoing risk management of sex offenders.

Process for management of sex offenders in Guernsey

The Structured clinical model of working with sex offenders is based on evidence based research. The Cosgrove Committee (2001) on sex offenders suggested that: 'all agencies involved in work with sex offenders should adopt the 'structured clinical approach' to risk assessment and should use recognised structured tools as part of this approach'. This view has been echoed within the report by the MacLean Committee (2002) on adult sexual and violent offenders, which suggested that whilst 'no current risk assessment procedure, nor any which is likely to be developed, can predict future human behaviour with anything approaching certainty' the Committee recommended that 'a structured clinical approach should be seen as the most helpful approach for forensic purposes'.

The contract with our forensic psychologist provides for professional development (training) and forensic consultancy for individual cases. The cost of provision is shared between the Prison and the Probation Service. As in previous years it can be seen that this has saved the States of Guernsey

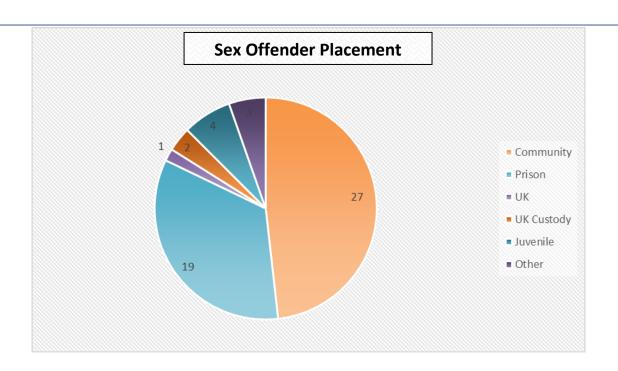
Committee for Home Affairs considerable financial resources by keeping prisoners on island for treatment rather than being sent to UK prisons.

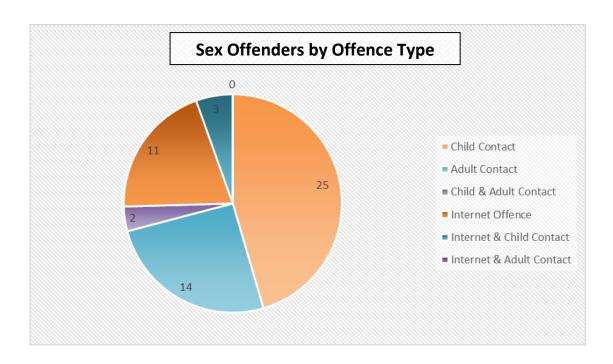
During the course of 2016 we have managed 56 sex offenders. In that time we also ended our active involvement with 15 offenders. These closures include: those due to being deported at the end of their prison term; 1 client in the community who died during the licence; and a further 10 who completed their post custodial supervision.

Community clients comprise in the main those subject to post custodial supervision (Parole and Extended Sentence Licences). Those whose Orders have expired but remain subject of MAPP registration are usually managed by their existing Probation Officer if intervention is still required for risk management (for example the completion of the full Sex Offenders Treatment Programme (SOTP)). On completion of statutory supervision where all offending behaviour work is finished the client is transferred to the MAPP unit for external risk management under notification requirements.

In 2016:

- All sentenced sex offenders have been discussed in at least the assessment planning meeting, or initial triage and reviews, and treatment plans agreed.
- There have been 57 client meetings/ triage/ or triage reviews.
- Approximately 29 of those meetings concerned prisoners





The Probation Service has continued to review and develop the processes and practices in regard to the treatment and risk management of sex offenders in Guernsey. Our priority is to ensure effective management of sex offenders returning to the local community. Individually devised sex offender treatment programmes form part of effective management, as do MAPPA, with the primary focus on protection of victims.

Community Service

Community Service as a sentence is generally seen as a 'punishment on the offender's time' and restitution to the community. Although some offenders sentenced to community service have committed serious offences they generally have a lower likelihood of re-offending and complete the sentence with high success rates.

89 new orders were made in the courts in 2016 ranging in hours from 40 to 180 in the Magistrate's Court and up to 240 hours in the Royal Court. Orders are generally made as a direct alternative to a custodial sentence and offenders work for a minimum of five hours a week on supervised work parties or on individual placements.

7,000 to 8,000 hours of unpaid work are completed for beneficiaries in the community each year.

Large projects worked on this year have included:

Les Cotils woodland walk; Beau Sejour fitness trail; Delancey Park cycle way; Cobo Community Centre; the Botanical Trust walled garden at Saumaurez Park; and renovation of the Court cells. Regular help is given at annual events such as the Red Cross fete; Itex Walk and West Show. Individual offenders work at local charities such as the Salvation Army; the Red Cross; Les Bourgs; the GSPCA; and the Animal Shelter.

The Community Service team have started putting up small signs at completed projects or where there is ongoing maintenance work being done indicating where Community Service work parties have made a contribution to the community.



Charities and non-profit making organisations are provided with much needed assistance for free by the Community Service Scheme. Some of the comments the Community Service team have received this year include:

- Les Cotils is a charity and as such we operate on a very tight budget. We have over 12 acres of grounds and without the Community Service team we would struggle, they are amazing.
- Thank you to all the team for a magnificent job in preparing the bank for planting. The 3
 community service offenders pulled all the stops out and did an excellent job (St Andrews
 floral group)

- I have only praise for the work undertaken your teams are efficient and hardworking, which can only be as a result of the supervision given. On behalf of La Societe Guernesiaise I would like to officially thank Community Service for their assistance with conservation projects on our land.
- The Community Service Team have done a brilliant job in helping to maintain a pleasant environment for the tenants of Les Genats Estate. The collection of litter in and around the estate improves the appearance of the communal areas and has generated some really positive feedback from tenants. The collection was organised in an efficient manner and completed without any problems.
- The workparty that came out to Scharnhorst recently made good progress strimming around all the overgrown areas.
- We are always extremely grateful for any help your team can provide. The Service has proved invaluable to us and we find your team usually a pleasure to work alongside. (Red Cross Guernsey)

This concludes the report into the activities of the Probation Service in 2016.

Anna Guilbert
Chief Probation Officer