



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.

Chief Probation Officer'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

This annual report gives updates on each of these parts of the Service, as well as some statistics on the volume of work undertaken.

The Business Plan for 2017 set out 21 operational objectives for the Probation Service under five priority areas. Development in each of these areas is as follows:

Supervision of Offenders

Progress in this area has been steady with a new Probation Law which will modernise and update the legislation under which we work coming to its final stages of implementation. Work is ongoing with the Prison and Central Services to engage in the review of early release provision which will enhance our ability to put in place effective resettlement plans. Probation Officers are trained to build relationships to help offenders to change and there is evidence that robust community sentences are as or more effective in terms of reoffending rates than short sentences of imprisonment. In this respect, and as work progresses on an overarching Justice Strategy, it is envisaged there will be opportunities to explore with stakeholders, and in particular the judiciary, how jointly we can achieve the best outcomes for the Bailiwick.

Management of High Risk Offenders

Developments in this area in 2017 have mainly been in the achievement of a robust and legally compliant review system for notifiers under the Sex-offenders Law. There has also been work progressed in alignment with the Domestic Abuse Strategy and in partnership with the third sector to deliver new research informed perpetrator assessment and treatment services.

Community Service

Community Service is a sentence that enables offenders to make restitution to the community by carrying out unpaid work instead of a custodial sentence. The Community Service scheme has continued to operate efficiently (with a review and rationalisation of staffing) and effectively (over 9,000 hours of work done for local good causes). Many of the offenders sentenced to Community Service are in paid employment and would have a lot to lose if they had to serve the alternative custodial sentence. This leads to nearly 90% of orders being completed satisfactorily.

The promotion of Social Inclusion

This is a key service priority for the Probation Service and conforms with the P&R theme of *Our Community: One community inclusive and committed to social justice*. Poverty, unemployment, fractured family relationships and lack of access to decent housing are relevant to offending. 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. If we can be effective in helping offenders turn their lives around there will be less reoffending and fewer people returning again and again to prison. More importantly there will be fewer victims afraid of being assaulted and children protected from the worst effects of violence in the home. As well as skills in working with offenders probation staff contribute expertise to local charities such as Victim Support and Safer, and have been instrumental in setting up the 'offender deposit assistance scheme' (ODAS) for those coming out of Prison and on supervision. This is charitably funded and has made a significant impact in cases assessed as suitable for assistance with finding appropriate accommodation. The provision of banking facilities to ex-offenders is an ongoing problem being advanced through partnership. The charity Caring for Ex-Offenders has become a real asset to rehabilitation in Guernsey and as well as working with their volunteers on individual cases the probation service has provided training and advice.

Individual and team development and performance management

An important element within the delivery of an optimised Probation Service to our clients and the States of Guernsey is ensuring there are suitably empowered and accountable staff working effectively, as one team, delivering customer focussed services.

In this respect Personal impact plans were successfully implemented with the management team in 2017 with the intention to extend this system of appraisal to the rest of the team in 2018. A probation officer undertook training to become a practice educator for trainees, and a member of the Senior Management Team undertook a diploma in management and leadership. The new customer charter was introduced and an implementation plan put in place from the staff survey.

In November the Service moved from the old market building to renovated offices in the Guernsey Information Centre. This was part of the States rationalisation plan to move staff into states owned properties. This was used as an opportunity to bring in more flexible and modern ways of working such as integrating management and operational staff in open plan offices and an ability for staff to use mobile devices to aid in court work and contact with clients.

Ensuring we provide suitably equipped officers and a good service is aided by following the themes of 'Service Guernsey': - **innovation, customer focus; use of technology; value for money; people and performance management**, are evidenced within the work of the Probation Service.

Examples of our work in these areas are demonstrated below.

Innovation

- The models of intervention used with sex offenders is based on up to date evidence informed practice. We continue to deliver individualised, bespoke interventions based on risk and responsivity.
- We are ensuring our work aligns with the Domestic Abuse Strategy to develop and deliver interventions for Domestic Abuse Perpetrators based on the latest research.
- The partnership between the Probation Service and the Prison to run the Offender Management Unit at the Prison is an arrangement acknowledged as good interagency practice by H.M Inspectorate of Prisons (HMIP).
- Alcohol testing of clients on post custodial licences and supervision orders increases the management of risk.

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- The Community Service scheme focusses on constructive projects and individualised placements to promote rehabilitation as well as being a punishment on the offender's time. Reintegration with the community is encouraged through establishing work routines and the discipline of regular commitment to work instructions which is particularly helpful for those not in current employment.

Customer Focus

- Risk management plans for high risk offenders are centred on protection of identified victims or victim groups in the community.
- All staff use a pro-social modelling approach to communicate and work with clients.
- A new probation law is under development to modernise the legislation under which we work and to open up the scope for a greater use of community sentences.

People (Probation Team)

- Continual professional development in areas of core competency continues to be delivered through a contract with a clinical forensic psychology consultant to ensure that the Probation Officers are working in line with the latest evidence informed practice.
- Our trainee scheme is an opportunity to gain a professional qualification and career on island thus opening an opportunity for those unable to move away for training.

Use of Technology

- We have an effective and efficient case management system (Data Analysis and Information System – DAISy) the system is shared with Jersey Probation Service and other criminal justice agencies. We have focussed this year on upgrading the system to a new platform which will give greater scope for information management.
- We are introducing modern ways of working such as flexible and home working for officers to facilitate more immediate access to information for those working remotely. This has promoted staff retention by supporting flexible working.

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.
- We are integrating domestic abuse perpetrator work across criminal and family court processes which will improve effectiveness and efficiency of delivery, as well as being available irrespective of gender or sexual orientation.
- Our trainee scheme provides locally trained Probation Officers and saves money on recruiting qualified staff on short term licences from off island.
- Managers and experienced officers contribute criminal justice knowledge to interagency strategies.

Performance Management

- Re-offending statistics are reported annually to the Committee and through the States statistical publication. Key performance indicators based on effectiveness of delivery are also reported quarterly.
- Staff supervision is competency and performance based, ensuring compliance with the legislative base under which our work is undertaken.
- All job descriptions are now competency based and appraisals linked to agency and departmental objectives.

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 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.

This annual report contains statistics on the work of the Probation Service and further information on its constituent areas of work.

Anna Guilbert
Chief Probation Officer

Structure of the Probation Service

The Probation Service has the following staff:

Chief Probation Officer responsible for the Strategic leadership of the Probation Service and the Family Proceedings Advisory Service.

A Senior Probation Officer with responsibility for the processes of managing sexual and serious violent offenders (Multi Agency Public Protection co-ordinator). There is a police officer and an administrator who are also part of the multi-agency public protection team.

A Senior Probation Officer with responsibility for the Offender Management section of the Pathways Unit at the Prison. She has one Probation officer working with her in the Offender Management Unit and also provides management and guidance to the Offender Supervisors (prison staff) working in the unit.

Two Senior Probation Officers manage the 7.5 Probation Officers based in the Community team. This team of officers are responsible for all the community based supervision and management of offenders on court orders or post custodial supervision, plus through-care for longer term offenders in the prison. We currently have one Trainee Probation Officer who is part of this team.

Community Service team comprising a Community Service officer and Community Service support officer, plus 8 sessional supervisors who work at weekends to supervise the community service work parties.

Business manager and one administrative officer.

Also members of the team are:

A criminal justice substance misuse worker funded by the Drug and Alcohol strategy and seconded from Drug Concern and,

A domestic abuse programme co-ordinator funded by the Domestic Abuse Strategy.

Statistics

Reports: When requested by the criminal courts the probation service provide a pre-sentence report on an individual which gives a detailed analysis of the cause of offending, the risk of the offender to the community and a recommendation as to whether a period of probation supervision or community service could address the causes of the offending behaviour. Where a custodial sentence is given the probation report forms the beginning of the sentence planning process in the prison.

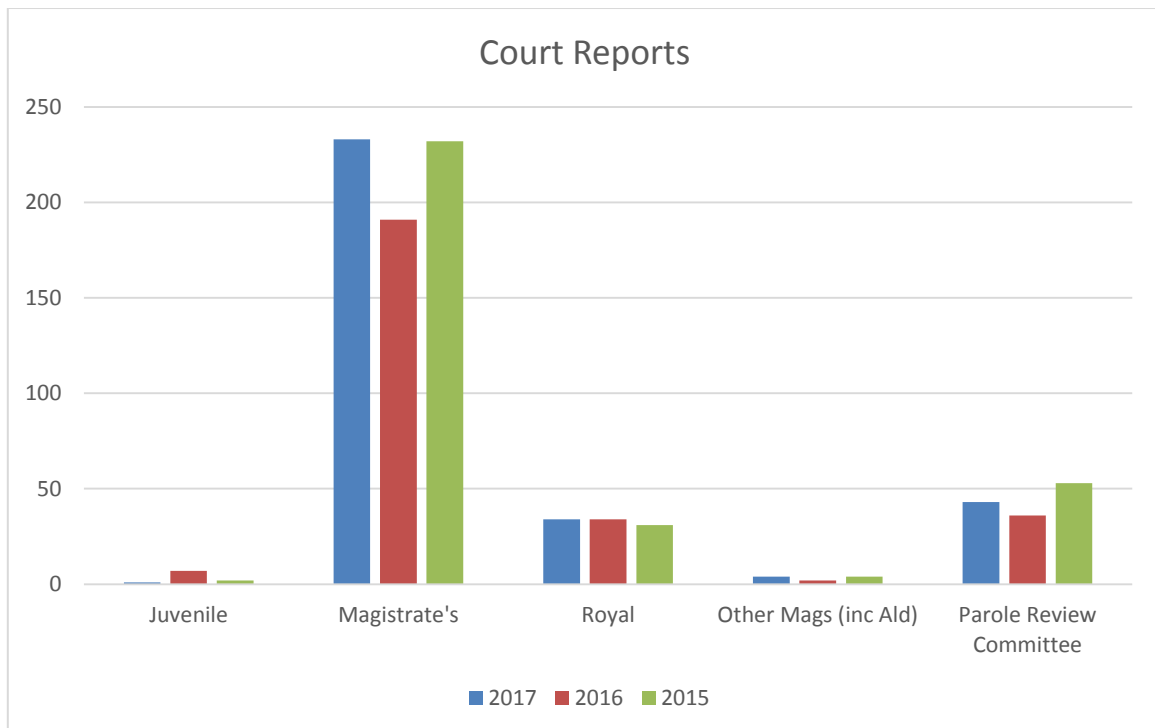
The Probation Service completed 315 reports for the Guernsey Courts in 2017. This is an 18% increase from 2016, when the total was 267.

In comparison with 2016, reports were up 22% in Magistrate's Court and remained exactly the same in Royal Court.

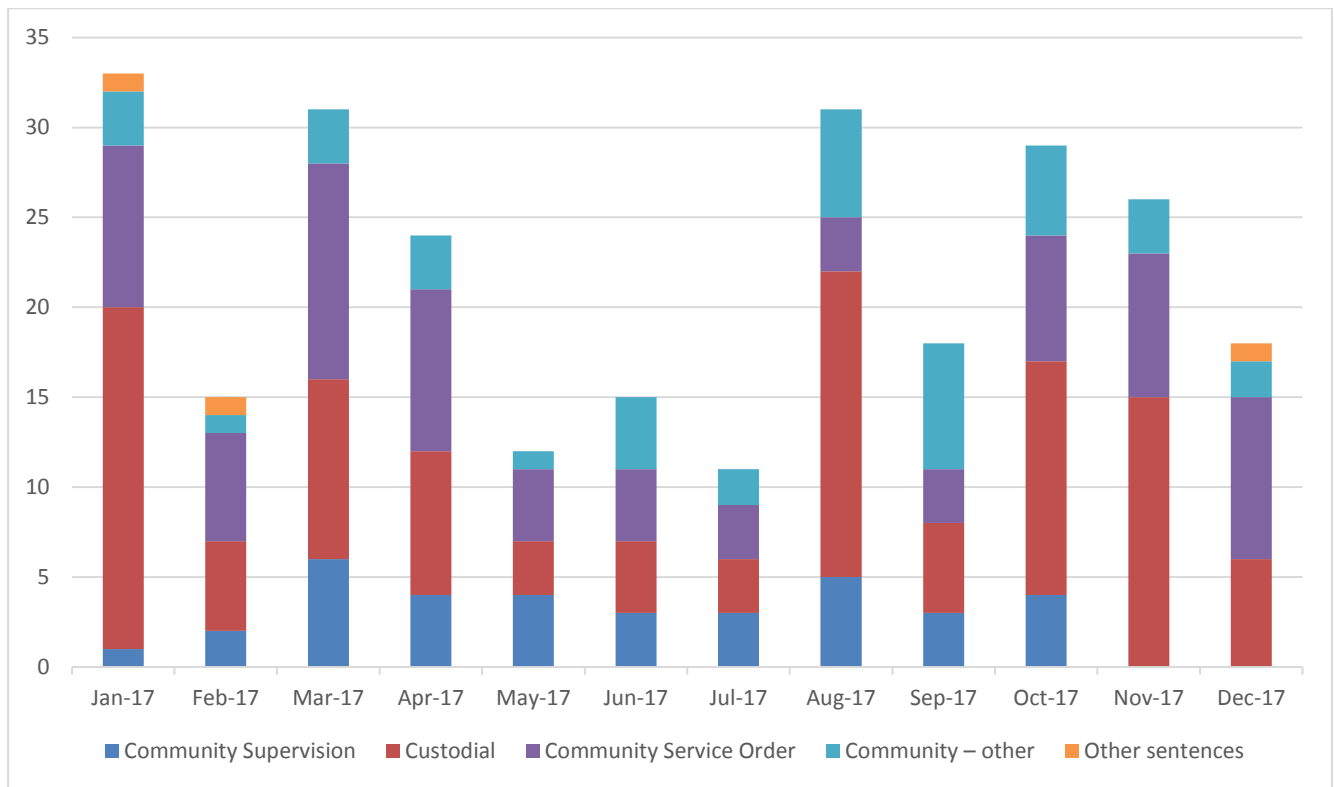
Parole reports: When a prisoner is eligible for discretionary release on parole licence the probation service provide a full risk assessment to the Parole Review Committee including a plan for supervision on release if parole is recommended.

43 reports were prepared for the Parole Review Committee, compared to 39 in 2016 (10% increase).

All Court Reports, by Court

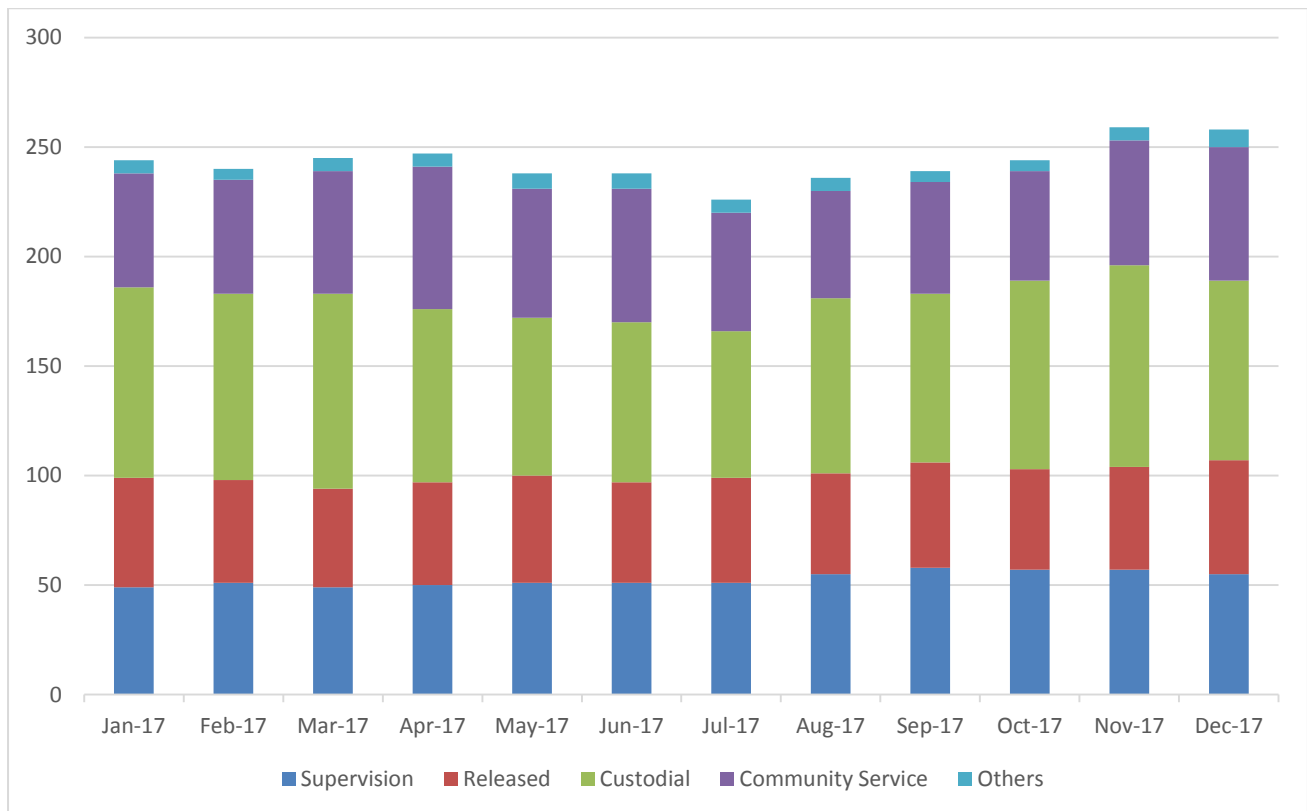


Court Reports, by outcome 2017



	Jan-17	Feb-17	Mar-17	Apr-17	May-17	Jun-17	Jul-17	Aug-17	Sep-17	Oct-17	Nov-17	Dec-17
Community Supervision	1	2	6	4	4	3	3	5	3	4		
Custodial	19	5	10	8	3	4	3	17	5	13	15	6
Community Service Order	9	6	12	9	4	4	3	3	3	7	8	9
Community - other	3	1	3	3	1	4	2	6	7	5	3	2
Other sentences	1	1										1
Total	33	15	31	24	12	15	11	31	18	29	26	18

Total Caseload, End of Month 2017



	Jan-17	Feb-17	Mar-17	Apr-17	May-17	Jun-17	Jul-17	Aug-17	Sep-17	Oct-17	Nov-17	Dec-17
Supervision	49	51	49	50	51	51	51	55	58	57	57	55
Released	50	47	45	47	49	46	48	46	48	46	47	52
Custodial	87	85	89	79	72	73	67	80	77	86	92	82
Community Service	52	52	56	65	59	61	54	49	51	50	57	61
Others	6	5	6	6	7	7	6	6	5	5	6	8
Total	244	240	245	247	238	238	226	236	239	244	259	258

Statistical analysis

Supervision increased slightly from a monthly average of 51 in 2016 to a monthly average of 53 in 2017 (4% increase).

Community Service had an average monthly caseload of 45 in 2016 and 55 in 2017 (22% increase).

Custodial caseloads reduced from 90 in 2016 to 81 in 2017 (10% reduction).

The caseload on licence after release from custody was a monthly average of 52 in 2016 and 47 in 2017 (9% decrease).

The average caseload over the year for the Service in 2016 was 247 (range 229 to 254).
The average caseload over the year for the Service in 2017 was 243 (range 226 to 259).

The overall caseload reduced by 1.6%.

Nature of the cases being managed by the Probation Service

The criminal justice system has 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 to address domestic abuse and sexual offending.

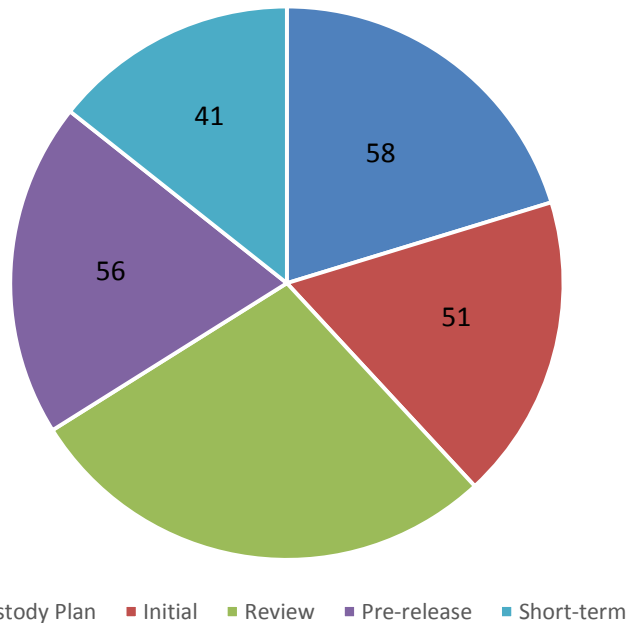
Other supervision in the community is of those offenders who have served a custodial sentence and are released on post custodial licence or supervision order. These include all young offenders and all adults serving longer sentences. The only group which currently comes out of prison with no supervisory 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 probation officer work within the Pathways 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 286 sentence plan meetings held in the Pathways Unit in 2017, compared with 355 in 2016 (a 19% reduction) These meetings are chaired by the offender manager for the case and they 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.

Sentence Plan Meetings 2017



Release on Temporary Licence reports

There were 56 reports written assessing prisoners for release on temporary licence in 2017 (up from 51 in 2016). 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

This section of the report is taken from the Multi- Agency Public Protection Arrangements (Mappa) Annual Report which gives further information on the work of the Unit.

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.

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 2017 there were 99 people residing in Guernsey registered under MAPPA, compared to 91 in 2016. In 77 cases the probation service was the lead agency with the police taking lead agency role in 22 cases. The complexity of Mappa involvement varies depending on the assessed level of risk and the intensity of intervention required to manage that risk as effectively as possible.

Management of sex offenders in Guernsey

All sex offenders in Guernsey are managed by the Probation Service throughout the sentence imposed by the Court - in prison and in the community (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 are provided by a forensic clinical psychologist.

Guernsey Probation Service has developed a structured clinical approach to working with sex offenders. This encompasses the assessment, formulation, intervention, review, and ongoing risk management of those who commit sexual offences.

The contract with a forensic psychologist provides for professional development activities alongside forensic consultancy for individual cases. The cost of provision is shared between the Probation Service and the Prison. As in previous years the management of sex offenders on island can be seen to have 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. It means risk management planning for eventual release starts at the point of sentence and can continue uninterrupted.

Client statistics and volume of work

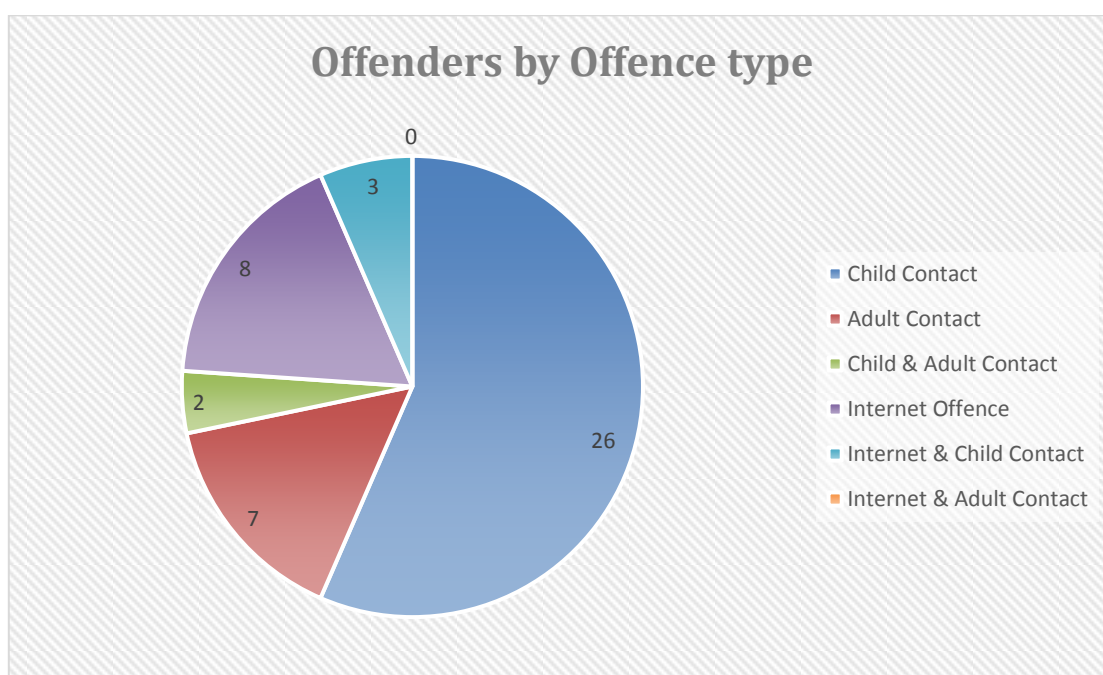
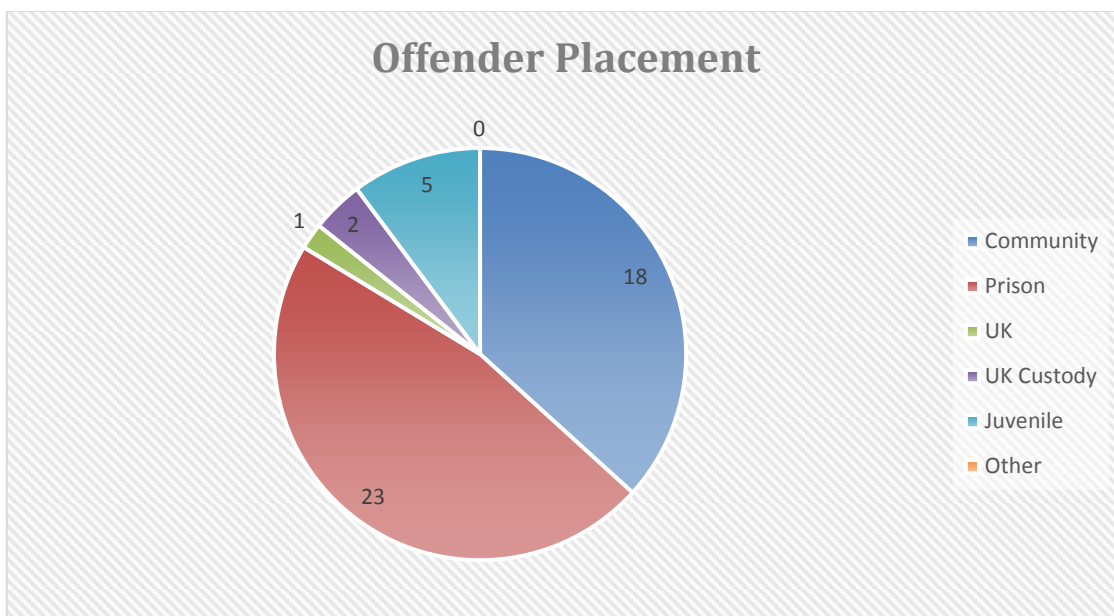
2017 end of year figures	
Total number of sex offenders	49
Community	18
Prison	23
UK	1
UK Custody	2
Juvenile	5
Other	0

During the course of 2017 we have managed 55 sex offenders. In that time we also closed our active involvement with 6 offenders. These closures include: two clients who have permanently moved off island and four who completed their post custodial supervision.

Community clients comprise in the main those subject to post custodial supervision (Parole and Extended Sentence Licences). In 2017 The Guernsey Courts imposed nine Civil Orders - Sex Offences Prevention Orders (SOPOs). Two of those Orders were imposed independently to criminal proceedings. Juveniles are clients of the Youth Justice Team but counted here for completeness as they will be transferred to Probation at eighteen, some at the start of 2018.

Those whose Orders have expired but remain subject of MAPP registration are usually managed by the 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 or where offending behaviour work has been taken as far as possible the client is transferred to the police for external risk management under notification requirements.

Client statistics and work volume.



The intensity and longevity of the work we undertake with individuals is determined by a process called collaborative formulation; this is developed out of the comprehensive risk and needs assessment processes. Intervention is individualised to target the risk areas presented by the offender.

Assessment and Intervention with Sexual Offenders

The Probation assessment systems are multimodal and therefore robust. Our key instruments for actuarial assessment are the - Risk Matrix 2000 (RM2000); Stable; and Acute tools. In 2017 all

Probation Officers, Offender Supervisors and Police / MAPPA personnel were trained in RM 2000; that training was wholly funded through the MAPPA budget.

All offenders are individually assessed using a combination of psychometrics, interviews, and document reviews. There is no 'one size fits all' - levels of risk and responsivity are regularly reviewed with the offender, with a line manager in clinical supervision, and through triage review.

Guernsey Probation Service utilise the treatment programme known as the 'Isle of Man Sex Offender Treatment Programme' (IoM SOTP). Other interventions include more general offending behaviour work which follows the desistance research findings – this might include building motivation, increasing emotional regulation, general problem solving, relapse prevention, and 'good lives'.

The assessment and treatment work is effort intensive for Probation Officers, and whilst it can be rewarding the responsibility and nature of the work requires a focused duty of care from line managers. Whilst caseloads are reducing somewhat across most offence types, it is notable that the number of sex offenders is not falling. Probation Officers continue to hold high caseloads of sex offenders.

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 is a sentence that enables offenders to make restitution to the community by carrying out unpaid work instead of a custodial sentence. Although some offenders sentenced to Community Service have committed serious offences they are in general assessed as at lower risk of re-offending. Many of them are in paid employment and would have a lot to lose if they had to serve the alternative custodial sentence. This leads to nearly 90% of orders being completed satisfactorily.

The average number of active orders through 2017 was 55.

94 new orders were made during 2017, four of these being from the Juvenile Court. The youngest person sentenced to Community Service was 16 the oldest 76.

The number of hours ordered is commensurate with the seriousness of the offences committed and range in hours from 40 to 180 in the Magistrates Court and up to 240 hours in the Royal Court.

Total number of Hours ordered by the Courts in 2017.	Approximate number of hours worked for the community in 2017.	Approximate total number of months allocated as alternative custodial sentence	No. of orders made without a direct alternative to custody
9,930	9,400	268	20

Orders returned to Court in 2017

Breach of Order	Review of Order	As a result of further offences
4	2	3

Most hours are completed on supervised work parties which operate on Thursday, Saturday and Sundays each week.

Large projects worked on in 2017 have included:

- Les Cotils – 1210 hours worked.
- Sports Clubs (Vale Rec and Sylvans) - 450
- Vale Common - 405
- Guernsey Botanical Trust - 890
- Floral Guernsey (St Peter Port and St Andrews) - 790
- Guernsey Scout Association - 490

Remarks received from some of our beneficiaries:-

“Thank you to all the team for a magnificent job in preparing the bank ready for planting. The 3 Community Service offenders pulled all stops out and did an excellent job. This must be one of the best groups we have had on our projects and if it possible a commendation should be added to their files for the job well done”. Co-ordinator, St Andrew’s Floral Group

“This is just to say thank you for the excellent work your lads and lasses have done on the Church Hall. The kitchen looks so much better and the sills in the hall have improved beyond recognition. Can you please pass on my thanks to the supervisors and the workers for a job well done” Torteval Church Hall

“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 within the estate and has generated some really positive feedback from tenants. Pride in your community is really important and schemes such as this are excellent, both in terms of the people involved in the Scheme and the communities they help. The collection was organised in an efficient manner and completed without any problems. Please accept our thanks for everything you are doing.”

“As always work undertaken was much appreciated by all the staff and the organisation of the work by yourself and your colleagues previously cannot be faulted”. Guernsey Choices.

Vale Common Before and after removal of
Hottentot Fig



Path at Les Cotils before and after



This concludes the report on the work of the Probation Service in 2017

Anna Guilbert
Chief Probation Officer