

***JERSEY PROBATION AND AFTER-CARE SERVICE***

***Annual Report for 2008 and Business Plan 2009***

**Jersey Probation and After Care Service**  
**Annual Report for 2008 and Business Plan 2009**

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## **Probation Board**

The Probation and After-Care Service is a department of the Island's Judiciary. The Probation Board is appointed by the Bailiff to oversee the work of the Service and consists of five Jurats.

### **Probation Board 2008**

#### **President of Probation Board**

***Jurat S C A Le Brocq (Lieutenant Bailiff)***

***Jurat P J de Veulle, OBE (Lieutenant Bailiff); Jurat G C Allo; Jurat S J Le Cornu; Jurat C M Newcombe;***

### **Probation Board President's Foreword**

2008 was a year of unprecedented trouble for the Island of Jersey and the effects of this continue to be felt, with accusations of child abuse still pending but, mercifully, with the early possibilities of charges for murder having been dismissed after further forensic revelations. The population as a whole has been shocked and dismayed by these revelations of abuse.

At the invitation of the Minister for Health and Social Services, there were two visits from members of the Howard League for Penal Reform who met with various agencies, amongst whom was the Probation Service. The Service received a positive report, but felt that it was unfortunate that the League felt unable to examine available records when reporting on secure facilities leading to a small number of young people's unverified views being reported as fact. The implementation plan following the Williamson report into child protection in Jersey has been approved by the Council of Ministers and awaits final approval. The implications of the draft Sex Offenders' legislation have shown that there will be substantial demands on the Service, requiring additional resources in terms of staff, a matter of which the Home Affairs Department is aware. In last year's Report, I wrote of the huge increase in the amount of work for the staff produced by the Family Welfare Courts and I am delighted to say that funding for a full-time Practitioner Manager from the beginning of 2009 has been agreed.

The prudent financial management of the Chief Probation Officer and his staff continued to show during this year with the final Internal Audit Report of the year giving the Service a rating of 3 out of 4, with recommendations which are now being put into practice. Following negotiations with the Transport and Technical Services Department, it was decided to surrender the lease on the rented premises at St. Lawrence, where the Community Service was based, and to lease 3 vehicles in partnership with the TTS Department, retaining one of the old vehicles for the sole use of the Community Service team, based now more centrally in St. Helier. This has meant a welcome reduction in overall expenditure for this part of our operations.

The suggestion that a reception for members of the Royal Court and all those who had contact with and worked with the Probation Service in various areas should be revived had been well received by the Board and this went ahead and proved to be a most enjoyable and profitable occasion. Some years ago when this was an annual event, it was easy to meet and get to know the Officers and staff, but sadly we cannot

afford to use today's limited budget in this way as often as we would like. To meet staff from Highlands who run the Courses which we use, people from The Prince's Trust and mentors, to name but a few, was a real privilege for members of the Royal Court which I know was much appreciated. We were delighted that the Bailiff and Deputy Bailiff were able to join us.

This year, the Board warmly congratulated Brian Heath on his 25 years of dedicated and innovative service with Probation and After Care, presenting him with a small gift to mark the occasion. He has raised the profile of the Service not only in Jersey, but nationally and internationally. He has been invited to address a Conference of small island jurisdictions in Trinidad later this year.

As always, for various reasons, there have been some changes in Staff during the year. Following her temporary secondment there, Dr Miles has been offered a permanent post with the States of Jersey Police and we offer her our congratulations on this appointment, grateful that we will still have contact with her in this new position. Mrs Joanna Tobler has now retired – we had said goodbye once before, but we were delighted that she was able to return to us from England to continue the dedicated work she had been doing here. Mr Da Silva will be retiring in April 2009, having continued in service for well over a year past the normal retirement age, and we are grateful for his valuable input with the Portuguese speakers in our community. In his place, we have been fortunate to appoint Ms Maurilia Veloso as our Portuguese Offender Worker and welcome her very warmly to the Service. Some of our Staff have had serious health problems during the year and we wish them all complete and speedy recoveries.

On a personal level, I would like to express my appreciation of the extraordinary dedication of the whole Probation Service, inspired by the leadership of Brian Heath and his Assistant Chief Probation Officer, Mike Cutland.

Jurat SCA Le Brocq  
Lieutenant Bailiff

March 2009.

# ***Glossary of Abbreviations***

ACPO – Assistant Chief Probation Officer

APO – Assistant Probation Officer

BASS – Building a Safer Society; interagency strategy approved by the States of Jersey in 2004.

CAFCASS – Statutory body working with children and families in Family Court proceedings in England and Wales

CE – Children's Executive; multi agency body set up by the States of Jersey to coordinate services for children with educational and behavioural difficulties

CMA – Case Management Assistant

CPO - Chief Probation Officer

DAISy – Data Analysis and Information System - computerised case management and management information system - successor to ICMS

ESC – Education Sport and Culture Department and Committee of the States of Jersey

FSR – Fundamental Spending Review; States of Jersey resource allocation process

HAC – Home Affairs Department and Committee of the States of Jersey

H and SS – Health and Social Services Department

HMIP – Her Majesty's Inspectorate of Probation

IAPS – Programme assessment and monitoring software used by the National Probation Service.

ICMS – Integrated Case Management System; computerised case management and management information system.

ICT – Information and Communications Technology

“J” category staff – staff recruited from outside of Jersey, given temporary Housing Committee consent to occupy certain properties.

JLIB – Jersey Legal Information Board

JPACS – Jersey Probation and After Care Service

KPI – Key Performance Indicator

LSI-R, LSI CMI, LSI – SV. Risk assessment systems used or under consideration by the JPACS

OASyS – Risk Assessment and Case Management system used by the National Probation Service

OINTOC – Offending Is Not the Only Choice – skills based cognitive behavioural programme for offenders, used by JPACS

PO – Probation Officer

RAMAS – Risk Assessment Management and Audit Systems; an interagency method for assessing and managing those people most likely to harm themselves or others

TRMS – Temporary Release Monitoring System; a form of early release for prisoners in Jersey monitored by Probation Service supervision and an electronic “Tag” linked to a Securicor response centre.

## **Introduction**

Madam President and members of the Probation Board of the Royal Court, I have the honour to submit the Annual Report of the Jersey Probation and After Care Service (JPACS) for 2008 and the Business Plan for 2009.

### **Effectiveness**

JPACS maintained its effectiveness during 2008. 69% of Probationers showed a reduction in their risk of re-offending by the end of their Orders. The latest in a series of reconviction studies showed that on average 34% of Probationers had re-offended within two years of the Probation Order ending and of these approximately half had been reconvicted of minor offences.

There were no inspections into practice during 2008 as a new inspection model was being developed. This was finalised during the year and it is planned to use the model in two areas during 2009: management and either prison based work or Community Service. The new model allows for an increased range of evidence to be taken account of during the inspection process, such as observation of practice and client feedback. It has been developed with the assistance of Maureen Banbury OBE, a former Senior Education Inspector who went through a similar process very successfully, with Highlands College.

The Research and Information Manager Dr Helen Miles was seconded to the States of Jersey Police to manage their Criminal Justice Unit during 2008, a position which has now been made permanent. The research and Information function is crucial to an effective Probation Service as together with inspection it forms part of the continuous practice improvement cycle. It is planned to replace Dr Miles with a combination of internal staff development and through the extension of the existing partnership with the University of Swansea.

During 2008, further encouraging results were seen and reported at an international seminar in Glasgow, from a study into individual Probation practice in Jersey, being conducted by Swansea University. This research which involves video analysis of individual Probation supervision sessions is far from complete but the researchers have commented on the high quality material of the material they have seen so far. The Chief Probation Officer was invited to speak at a European Probation Conference into effective practice and also to attend a meeting at the Council of Europe concerning Probation work. Probation work in Jersey has also been the subject of a number of academic papers over recent years, which reinforces the Island's positive reputation in the Probation world. It is sometimes frustrating that the work we do and the contribution we make is recognised more outside Jersey than within it. There sometimes appears to be a reluctance from our policy makers to recognise the expertise available locally and to prefer to call in outside bodies. For example the Howard League for Penal Reform in their review of Youth Justice in Jersey in 2008 recommended many of the same changes to the way our society deals with young offenders that were put forward by JPACS in 2004.

## **Workload**

Overall Service workload was very similar to 2008 with some differences in how this was made up. The increase in non criminal work for the Courts was maintained, a pressure which has been relieved from the beginning of 2009 by the appointment of an additional member of staff. A more detailed breakdown of workload and performance can be found in the statistics section later in this report. An increasing number of prisoners are keeping contact with JPACS after release, a pleasing development which is the result of the extra resources put into prisoner through care in 2006.

## **Training and Development**

Training continues to be an expensive but necessary investment. Wherever possible training events are shared with colleagues from the Guernsey Probation Service or where relevant offered to other Public sector departments which helps to bring down costs as well as encourage joint working.

During 2008 £7000 and 7 days were allocated to specialist training in working with sex offenders. The training is provided by Dr David Briggs an acknowledged expert in this field who also provides JPACS with client consultancy as part of the training contract. During 2009 this training will continue ensuring that the Probation Officer team is able to work effectively with this complex and difficult client group.

In July 2008 Dr Robert Ross came to Jersey and trained Probation, Prison and Highlands College staff in a Cognitive Behavioural programme known as SMART in Jersey for offenders with a high likelihood of re-offending. This programme has been running effectively in Jersey for many years. Two staff members were trained by Dr Ross as trainers during his time in Jersey which will save money when further staff members need to be trained. Local staff members were joined by a Forensic Clinical Psychologist from Japan for this training event. Dr Ross had recommended she train in Jersey because of our strong performance in delivering this programme.

In September 2009 Dr Chris Trotter an Australian researcher specialising in effective social work with offenders, will deliver family problem solving and pro social modelling training for those newer staff members who have not yet been trained in these important techniques.

JPACS had three staff members on Trainee Probation Officer contracts in addition to their other roles during 2008. This number of training contracts will be maintained in 2009 with the offer of a further traineeship once Miss Emma Luce a current Trainee Probation Officer is ready for appointment as a Delegué (Probation Officer). It takes at least four years to train a Probation Officer and of the present establishment of 14 individuals requiring this qualification, 10 including the three managers have received all or part of their qualifying training locally; an impressive achievement for such a small organisation.

Dr Helen Miles, the Research and Information Manager, graduated with a Doctorate from the University of Swansea as a result of research into the Parish Hall Enquiry system. Mr David Trott, Probation Team Leader, completed the States of Jersey Modern Manager programme.

## **Budget**

Pressures on the revenue budget continue: significant savings were made in the operation of the Community Service Scheme partially through a new partnership with the States of Jersey Transport and Technical Services Department but further efficiencies are likely to be needed in 2009 to maintain expenditure in priority areas. Expenditure for the year amounted to £1.5 million within £10,000 of the year's cash limit. The Cash limit for 2009 is £1.6 Million which includes £60K towards the costs of an additional staff member for non criminal work. An internal restructuring exercise at the end of 2008 has resulted in the loss of one management post, and the reorganisation of the research, information, support services functions and the way services are delivered to Portuguese speaking offenders. Regular reviews of service structure help to ensure that the maximum value for money is achieved.

## **Partnerships**

JPACS could not be successful without the other agencies with whom it works closely. There are too many to refer to individually in this report but this year I would like to refer to our work with four key organisations.

***The Prince's Trust*** has provided help to many young people including those we work with through the Team, XL and Sound Live programmes. The change reported by young people and seen by those close to them is fantastic, and there is no doubt that their life chances are improved by their involvement with the Trust. During 2008 a member of the Probation staff Alisha Castledine was seconded as an assistant leader for a Team programme as part of her professional development. The Prince's Youth Business Trust started more slowly during 2008, but shows considerable promise in helping needy young people to set up in business, and I have no doubt that JPACS clients will benefit from their programmes.

***The Youth Service*** are the delivery partner for the Prince's Trust personal development programmes in Jersey and this is indicative of their enthusiasm for providing inclusive services to Jersey's young people. Increasingly JPACS and the Youth Service work in partnership with some of the most needy and hard to reach young people.

***Highlands College*** works closely with JPACS in a number of areas. The College provides training, support and avenue for our volunteer Basic Skills tutors who give their time to help improve our clients' literacy and numeracy skills. Highlands' lecturers deliver skills-based programmes to Probationers in the College; an approach which remains unique within the British Isles and which is enthusiastically endorsed by visiting inspectors and academics from both the Probation and Education fields.

***Victim Support and Witness Service.*** JPACS has a duty to ensure that the needs of victims are considered throughout its work with offenders, and works closely with Victim Support in areas such as notification of prisoners release dates and victim offender mediation. The Chief Probation Officer sits on the management committee of Victim Support to ensure that close links are maintained between the two organisations.



The Community Service Scheme works closely with a number of voluntary sector and public sector organisations and the statistical report section contains further details of our work in this area in 2008. These partnerships are mutually beneficial and we are pleased with the trust shown by these organisations in providing meaningful, positive work for offenders who would otherwise be in prison, to repay the Community.

JPACS consists of a diverse group of staff and volunteers who are united in their efforts to provide timely well thought out assessments for decision makers in the justice system and in improving the lives of those people placed under our supervision. My thanks go to all of them for their commitment and expertise in what is a challenging area of work.

Brian Heath  
Chief Probation Officer  
April 2009

### **KEY PIECES OF LEGISLATION**

**The key pieces of legislation giving authority to the Jersey Probation and After-Care Service are as follows:**

Loi (1937) sur l'attenuation des peines et sur la mise en liberté surveillée. (Probation Law)

Criminal Justice (Community Service Orders) (Jersey) Law 2001

Criminal Justice (Young Offenders) (Jersey) Law 1994

Children (Jersey) Law 2005

Matrimonial Causes (Jersey) Law 1949

Adoption (Jersey) Law 1961

**PROBATION SERVICE STAFF - 1 January 2009**

The Jersey Probation and After Care Service employs 38 staff (26.09 Full time equivalents). In addition we have a volunteer team of 24 mentors and basic skills tutors. The staff team as at January 2008 were as follows:

**Chief Probation Officer**

Mr Brian Heath

**Assistant Chief Probation Officer**

Mr Michael Cutland

**Team Leader**

Mr David Trott

**Research & Information Manager** - on secondment until January 2009

Dr Helen Miles (part time)

**Probation Officers**

Ms Janette Urquhart Ms Adelaide Ormesher Ms Marilyn Carre Mr Chay Pike Mr David Ibbotson Mr Robert Taylor Miss Susan Brown  
Mrs Natalie Austin Mrs Lisa Lister Mrs Jane Ferguson Mr Christopher Langford Mrs Jane Whittaker Miss Emma Luce

**Assistant Probation Officers (all part time)**

Mrs Barbara Machon Mrs Jane Christmas Mr Sergio da Silva Mrs Chantelle Rose

**Court Liaison Officer**

Mr Mark Saralis

**Community Service Manager**

Mr Shaun Banks (part time)

**Assistant Community Service Managers**

Mrs Nicky Allix (part time) Mr Andy Le Marrec

**Community Service Supervisors**

Mr John Lennane Mr Ghazi Najib Mr Rui de Abreu Mr Philip Hague Mr Jason Syvret  
Mr Marcus Irwin Mrs Kerrie Langlois

**Office Manager**

Mrs Jenny Cooley

**Case Management Assistants**

Mrs Norah Child-Villiers Miss Alisha Castledine (part time) Mrs Gillian Gosselin (part time)  
Mrs Tina Soley Mrs Maura Wakeham (part time)

## **Performance in 2008 and Plans for 2009**

**The Objectives support the States of Jersey Strategic Aim 3 “We will promote a safe, just and equitable society”.**

**Objective 1: To provide an efficient and effective verbal and written report service to Parish Halls, Courts and Prisons**

### **Performance in 2008**

- 90% of reports were produced within the agreed timescales, the same as in 2007 and 5% below the raised target of 95%.
- All sentencing Courts had a member of Probation staff available.
- All reports were reviewed by a colleague or in the case of Royal Court Reports reviewed by a member of the senior management team.
- In conjunction with the Judicial Greffe and Children’s Service a structure for a non criminal Court Advisory Service was developed and a successful bid was made for an additional staff member in 2009 to cope with the rise in work for the Family Division of the Royal Court.

### **Key Performance Indicators for 2009**

- A minimum of 95% of reports will be provided within the agreed deadlines.
- The Jersey Court Advisory Service will begin operating reporting through the Probation Board to the Royal Court. JPACS will work with the Judiciary and other interested parties to establish a Social Worker Guardianship Service in matters of public law.
- All reports will continue to be peer reviewed to ensure consistent quality and in particular Royal Court Reports will be peer reviewed by a member of the management team.

***Social Enquiry Reports are prepared to assist Courts in sentencing by providing information about an offenders background offending and attitudes. An assessment about the risk of harm and the likelihood of re offending is made by the Probation Officer and where appropriate a recommendation for a non custodial penalty made.***

***Reports for the Prison Governor and Parole Assessment Reports are prepared by Probation Officers to assist in decisions about whether a prisoner can be safely released from custody.***

***Reports for the Deputy Judicial Greffier and the Family Division of the Royal Court are prepared to assist decision making in family proceedings where there are disputes between parents about what is best for their children. These reports which are some of the most complex prepared by the Service, try to help parents reach agreement, but if this is not possible make recommendations based on the best interest of the children concerned.***

***Probation Officers act as Guardian ad Litem in Adoption proceedings, reporting to the Court on the background to the placement; confirming whether all the relevant legal documents and processes have been completed and recommending to the Royal Court whether an Adoption Order should be made.***

**Objective 2: To provide community supervision which reduces re-offending, allows offenders to make restitution and protects the public from further offending**

**Performance in 2008**

- Probationers finishing their Orders in 2008 were demonstrably at lower risk of offending than at the time of their Court appearance (68.5%). Only 22% of Probationers are reconvicted within one year and 34% after two years, half of these being for less serious offences.
- The Probation and After Care Service's response to victims was evaluated. The Chief Probation Officer acted as Chair for Victim Support Jersey for the majority of the year during which the new witness service was launched.
- An average work rate of at least three hours per week in Community Service cases achieved the target set.
- 44.5% of Community Service workers were placed in individual placements 11% above target in the last quarter of the year. However it is believed the percentage was below target during much of the year due to temporary workload related reasons and the risk and ability profile of those offenders made subject to Community Service Orders during that period.
- JPACS risk of harm procedures remained fit for purpose. During the year the first regular senior managers risk panel meetings took place with the dual aims of improving interagency processes and reviewing the management arrangements of those few people who pose the greatest risk of harm to others.

**Key Performance Indicators for 2009**

- To maintain a statistically significant reduction in Probationers' risk of re-offending using locally calibrated measures.
- To achieve an average work rate of at least three hours per week in Community Service cases.
- To place at least one third of Community Service cases in individual placements, subject to satisfactory risk assessments being completed.
- To inspect two areas of JPACS activity.
- To review the Service's Basic Skills provision for effectiveness.

- To review the existing offender programmes.
- To develop with the States of Jersey Police and other relevant agencies management protocols for the implementation of the draft Sex Offenders Law.
- To initiate and drive a new strategy for dealing with those people with mental health problems who are in the criminal justice system
- To inform the debate following the review of Youth Justice produced by the Howard League for Penal Reform.

***Voluntary Supervision is offered to offenders by Centeniers at Parish Hall Enquiries in certain cases. Providing that the offender complies with the terms of the supervision, for example by paying for the damage caused and by apologising to the victim, as well as avoiding further offending, a formal prosecution in Court is avoided.***

***A Probation Order is made by a Court, with the consent of the offender, instead of sentence. The Probationer has to work with their Probation Officer and other specialist staff on dealing with the reasons behind their offending. This can include receiving treatment for substance misuse; attending structured programmes to improve thinking and reasoning skills; improving literacy and numeracy skills; living at or away from a particular address or a variety of other interventions. Any failure to comply with the terms of the Probation Order is reported back to the Court who can then sentence the offender for the original offence.***

***Community Service is ordered by the Court as a direct alternative to a prison or youth custody sentence. The offender makes reparation to the community by performing unpaid work, for charities and other not for profit organisations. Failure to turn up for Community Service, or to work properly result in the offender being returned to Court who can then impose the sentence of imprisonment***

### **Objective 3: To work with the prison to provide integrated sentence planning and supervision programmes for prisoners**

#### **Performance in 2008**

- All prisoners sentenced to six months imprisonment or more were allocated a Probation Officer to work with them during and after their sentence.
- Each prisoner had an integrated sentence plan developed by the Prison and Probation Services.
- Aggression Control and Alcohol programmes were delivered by Probation Service staff at the prison and training in these programmes provided to prison service colleagues.
- An increased proportion of prisoners took up the offer of Voluntary After-Care (31% of adult prisoners released during the year).
- A working group of Probation and prison staff met on a monthly basis to review and improve through care and resettlement arrangements.
- The 21 prisoners released early subject to electronic monitoring and supervision by a Probation Officer successfully completed their sentence without re-offending: two were recalled to custody for failing to comply with the terms of their conditional release. It was not possible to measure the effectiveness of voluntary after care supervision due to the low numbers involved and the varying periods that the prisoners were in contact with the Service.

#### **Key Performance Indicators for 2009**

- To achieve a statistically significant reduction in prisoners risk of re-offending post release.
- Each prisoner to have an integrated sentence plan which reduces their risk of re-offending and increases their chance of successful rehabilitation.
- Providing that the legislation is in place and funding made available to provide an effective statutory post custodial supervision service.

#### **Additional Departmental Targets for 2009**

- To continue to work with the Prison to improve the sentence planning process.
- To continue to provide places on Probation programmes to prisoners and to offer assistance to the prison in programme management.
- To ensure that the Probation and Prison Information systems work seamlessly to support effective sentence planning, share risk information and remove duplication of entry or search.

#### **Other JPACS developments in 2008**

- Probation Officers and staff from partner agencies continued specialist training in working with sex offenders.
- Emma Luce, Trainee Probation Officer, completed her Social Work Degree with the Open University. Ms Alisha Castledine and Mrs Barbara Machon completed their first level courses towards this qualification. Mr David Trott, Team Leader, completed the States of

Jersey Modern Manager training programme. Dr Helen Miles, Research and Information Manager, successfully completed her PhD with the University of Swansea.

- The Community Service Scheme relinquished its privately rented accommodation to move into the main JPACS building.
- A vehicle sharing arrangement was concluded with the Transport and Technical Services Department, reducing costs and increasing utilisation for both departments.

#### **Additional Service wide Targets for 2009**

- To secure the transfer of revenue funding for posts established under the Building a Safer Society Strategy and the Prison Probation Officer post to JPACS by 2010 as recommended by the 2008 KPMG auditors report or alternatively to have secured permanence of these arrangements through Service Level Agreements.

# Jersey Probation and After Care Service

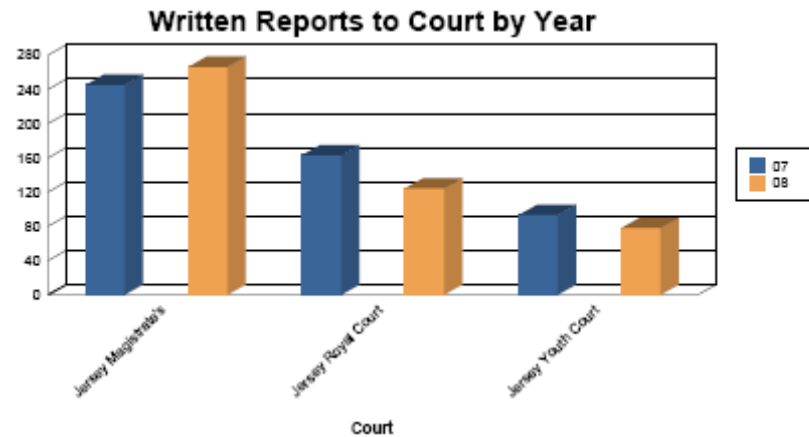
## Statistical Report 2008

### Social Enquiry Reports

Overall there has been a slight decrease (6%) from last year, 468 reports being prepared this year compared to 501 in 2007.

This is broken down as follows:

Youth Court – 78 this year, 93 in 2007 (16% decrease)  
Magistrate's – 266 this year, 245 in 2007 (8% increase)  
Royal Court – 124 this year, 163 in 2007 (24% decrease)



The volume of work generated as Probation and Community Service Orders, however, remains consistent at 67% for 2007 and 66% for 2008.

A total of 69 verbal stand down reports were also produced, 49 in the Magistrate's court and 20 in Youth. This compares to a total of 79 in 2007.



The main offence group for Royal Court continues to be drugs offences, (although showing a 12% decrease from 2007), followed by violent offences. There has also been a significant decrease in sexual offences from 11 in 2007 to 4 in 2008 (67%).

Motoring appears as the main offence group in the Magistrate's Court with an increase from 51 in 2007 to 75 this year (47%). Violent offences are the second biggest group with an increase from 50 to 69 cases (38%). There has also been a large increase in the drugs offence group from 21 to 40 in 2008 (90%). Notable decreases however, appear in break and entry cases, down to 19 from 32 in 2007 (40%) and public order down to 27 from 43 in 2007 (27%).

In Youth Court violence, break and entry and public order remain as the main offence groups, however there has been a general decrease in most groups, notably break and entry by 25% (32 cases in 2007, 19 in 2008).

### **Other written reports**

Probation Officers prepared a total of 40 other reports covering Family Court Welfare, guardian and adoption reports.

Officers also prepared 77 ROTL (release on temporary leave) reports for the Prisoner Governor, a slight decrease from 85 in 2007. TRMS (release on tag) reports remained on a par with 2007, 35 reports being prepared in 2007 and 33 this year.

3 social enquiry reports were prepared for Guernsey in respect of Jersey residents under a reciprocal arrangement.

### **Probation Supervision**

There is a small reduction on the overall number of new orders imposed compared to 2007, a total of 154 this year to 170 in 2007. This is broken down as follows:

<b>Court</b>	<b>New Probation Orders</b>	
	<b>2007</b>	<b>2008</b>
Youth Court	46	40
Magistrate's Court	104	94
Royal Court	21	20

The main offence types committed by those placed on Probation continue to be for offences of violence, drugs, public order and break and entry.

A significant increase has been seen in 2008 in the use of binding over orders with conditions attached. For example, in the Magistrate's Court bind overs with a treatment order (attendance at Alcohol and Drugs Service) have risen from 24 in 2007 to 34 in 2008 (41%), reflecting the increase in drugs cases this year. Similarly, there has been an increase in youths being placed on such orders from 1 in 2007 to 6 this year.

Also in Youth Court there has been an increase in bind overs with a condition to attend YAT (Youth Action Group) from 17 in 2007 to 27 in 2008 (58%). (This figure however, may involve multiple orders for the same individuals).

### **Community Service Orders**

Again, another slight decrease in the number of orders imposed from 179 in 2007 to 155 in 2008 (13%). This is broken down as follows:

<b>Court</b>	<b>New Community Service Orders</b>	
	<b>2007</b>	<b>2008</b>
Youth Court	23	13
Magistrate's Court	112	109
Royal Court	44	33

The main offence group is motoring followed by violent offences and drugs.

In line with the key performance indicator for 2008, the last quarter of community service commencements (38) show that more than a third were on individual placements as detailed below:

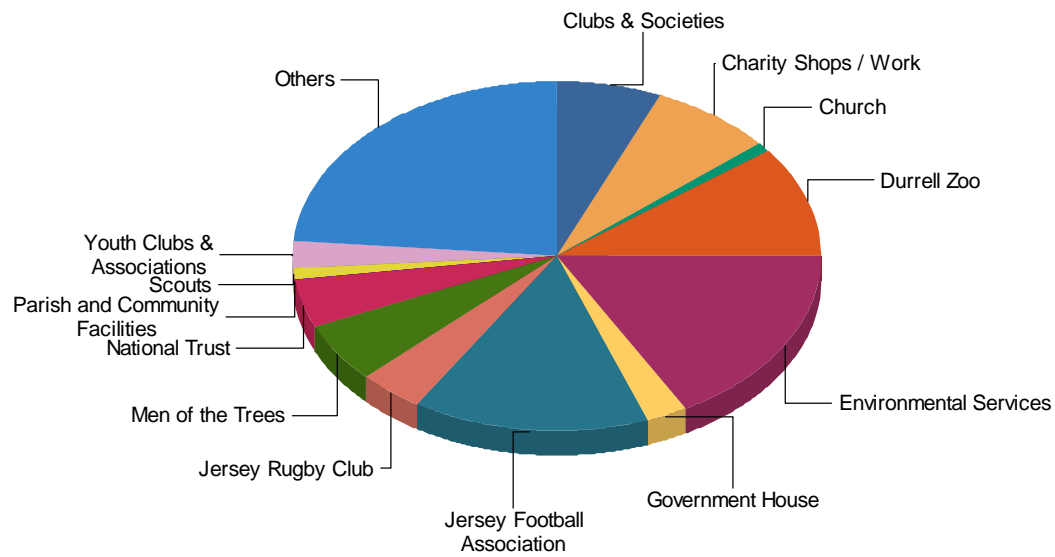
<b>Placement type</b>	<b>Number Oct – Dec 2008</b>
Individual Placement	12 (31.6%)
Mixture of Individual Placement and Work Party	5 (13%)

Following the introduction of a new law during 2008 enabling the Royal Court to sentence above the previous maximum of 240 hours, one order of 312 hours has been imposed.

The average work rate of at least three hours per week on orders imposed during 2008 based on actual first work date and last work date was 73% (113 out of 155 orders).

Altogether the Community Service scheme provided 12,993.75 hours of unpaid work for the community during 2008.

Work by beneficiary type



### Community Service Hours worked

	<b>2007</b>	<b>2008</b>
Clubs and Societies	1,885.50	746.00
Charity Shops/Work	1,846.50	868.00
Church	471.50	118.00
Durrell	938.50	1,015.50
Environmental Services	949.00	2,118.00
Government House	190.00	313.00
Jersey Football Association	1,306.75	1,993.00
Jersey Rugby Club	583.00	621.50
Men of the Trees	1,356.00	986.00
National Trust	625.00	579.50
Parish and Community Facilities	245.00	233.00
Residential Charities	590.50	125.25
Scouts	160.00	200.00
UK Community Service	395.00	0.00
Youth Clubs & Associations	765.00	347.50
Others	1,979.50	2,736.50
<b>Total</b>	<b>14,286.75</b>	<b>12,993.75</b>

### **Custodial Supervision**

The number of new custodial supervisions for 2008, broken down by court, is detailed in the table below:

	<b>JYC</b>	<b>MAG</b>	<b>ROY</b>	Total
Custodial Supervision - Adults	0	5	57	<b>62</b>
Custodial Supervision - Youths	4	0	11	<b>15</b>
Total	4	5	68	<b>77</b>

As at the end of 2008 a total of 161 prisoners were receiving custodial supervision, made up of 134 adults and 27 youths (those aged 21 and under). This compares with a total of 149 as at the end of 2007.

94 prisoners were released during 2008 of which 24 accepted the offer of Voluntary After Care (25.5%), 17 were released on YOI Licence (18%) and 21 on tag (22.3%).

The snapshot caseload as at 31.12.08 also revealed that overall caseload numbers were slightly up on 2007, there being 523 cases compared to 509 on 31.12.07.

### **Parish Hall Enquiries**

Overall a drop in numbers during 2008 to 406 from 506 in 2007 (20%), 240 of which were first offenders.

58 cases were sent to Youth Court from Parish Hall, a similar number to that in 2007 of 55, although representing a higher proportion.

According to our figures 25 cases were sent direct to Youth Court from PHQ which compares with a similar number of 29 in 2007.

A total of 26 youths were placed on a deferred decision with voluntary supervision during 2008 from the Parish Halls and a further 33 on a deferred decision with some form of Restorative Justice initiative.

### **Basic skills**

Out of those screened and placed on Probation, 26% were identified as needing basic skills support.

After reviewing the Basic Skills screening methods, additional assessment for all those placed on Probation is to be implemented during 2009 in order to catch a wider number of offenders to whom assistance can be offered.

### **Programme intervention**

Various programmes ran over the year, delivered either on a one-to-one basis or within a group setting, as detailed below:

<b>Programme Type</b>	<b>No. of attendees</b>	<b>Total no. of sessions</b>
Aggression Control Training	12	92
Alcohol Study Group	15	82
Domestic Violence	9	92
Offending is not the only choice	16	140
Self-Management and Rational Thinking	8	84
Sex Offender Programme	2	44

## **Jersey Probation and After Care Service Statement on Internal Control**

### **Scope of Responsibility**

As the Chief Probation Officer I have been appointed as the Accounting Officer for the Probation and After Care Service (JPACS) under the provisions of the Public Finances (Jersey) Law 2005. The duties of the Accounting Officer are laid out in the Treasury Financial Direction 2.2.

In summary as the accounting officer for the Probation and After Care Service I am responsible for ensuring the proper financial management of the Service in line with the Public Finance (Jersey) Law 2005 and Treasury Financial Directions.

One of the duties of an accounting officer is to produce an annual Statement on Internal Control.

### **Purpose of Internal Control**

Systems of internal control are necessary to ensure that expenditure and income are properly accounted for in line with States of Jersey legislation, policies and procedures. These processes are designed to manage risk to a reasonable level rather than to eliminate all risk of failure to achieve policies, aims and objectives; they can therefore only provide reasonable and not absolute assurance of effectiveness.

### **Risk and control framework**

The total revenue budget allocated to the Jersey Probation and After Care Service in 2007 was £1.51 million, (before recharging and income) of which £1.48 million was spent on staff expenditure. Therefore the Service is reliant upon the controls exercised by the Treasury Department payroll section and the Human Resources and Information Services Departments of the Chief Ministers Department for the majority of its expenditure. Statements of assurance have been sought and provided in respect of the services provided by these departments.

An Annual Report and Business Plan is produced which provides the formal vehicle for the Chief Probation Officer and the Probation Board to report the Jersey Royal Court, the States of Jersey and other stakeholders. The report contains Departmental objectives progress on which are monitored via monthly staff supervision, weekly management meetings, quarterly statistical reports and management review. This provides for the active management of risks associated with the Plan. Eight members of staff are authorised to agree expenditure within their areas of responsibility. In all cases payment of this expenditure is authorised in writing by the Chief Probation Officer or in his absence the Assistant Chief Probation Officer, neither of whom may authorise their own spending. All staff who are authorise expenditure have been made aware of the relevant financial directions and practices.

Policies are in place regarding travel expenditure (within and outside of Jersey); the control of overtime; the use of suppliers with whom the States of Jersey has negotiated discounted prices.

Departmental expenditure is reviewed monthly by the Office Manager and the Chief Probation Officer, and progress against the budget monitored. Quarterly budget reports are produced and provided to the Treasury. An asset register is maintained which lists all States of Jersey owned furniture and other items of equipment. This is reviewed annually.

A risk register has been produced in line with Treasury Code of Direction 2.7 and will be reviewed quarterly by the management team. The lack of written Health and Safety Policies in a number of areas was identified as a risk during 2007; considerable effort has gone into rectifying this, with the process due for completion in early 2008.

### **Review of Effectiveness**

There was an audit of financial procedures in 2008 performed by KPMG and although the result was predominantly satisfactory an action plan was put in place to implement recommendations made in the report.

An internal review of the Community Service Department resulted in the removal of a manager post; moving the operational base from privately rented premises to the main Probation premises and a leasing arrangement for new vehicles which are shared with the Transport and Technical Services Department. This produced net savings of around £7,500 in 2008, some £10,000 estimated for 2009 and potentially greater savings thereafter.

Work was largely completed on establishing a new externally validated inspection process for the Service following approval of the model in January 2008. The new system will be fully operational in 2009 with inspections of Leadership and Management with one other area yet to be determined programmed for this year.

An annual review of the Effective Practice literature was conducted by the management team which resulted in no change to the existing suite of structured interventions. Academic papers and presentations on Probation Service practice in Jersey resulting from our partnership with Swansea University, continued to demonstrate that the Jersey Service is at the forefront of effective practice.

### **Significant control issues**

The JPACS cannot regulate its workload which is dependant on levels of crime and disorder, trends in separation, divorce and parenting and the use of its services by the Courts. Therefore with a revenue budget which is primarily devoted to staffing and other fixed costs, there is always the possibility of an unforeseen surge in demand resulting in an over spend. This risk is managed by targeting resources to risk and need; by monitoring crime and sentencing trends and by maintaining contact with former employees who may be prepared to undertake sessional work.

In recent years the Service has become more dependent on recharged income for services provided to other States Departments and to Guernsey. The position regarding posts funded under the Building a Safer Society has not been clarified after 2009, and this is becoming an increasing concern for the post holders and JPACS who would be unable to provide the key services supported by the Strategy from within its existing cash limit. The situation was highlighted by KPMG in their audit during 2008 but at the time of writing, despite requests to the Treasurer of the States the situation remains unresolved. This is completely unsatisfactory for the post holders and the Service's business planning.

JPACS has no dedicated financial expertise "in house" being reliant upon the services provided by the Treasury. Whilst this support is readily available and of a high standard, there is small risk that potential issues remain unidentified for longer than would otherwise be the case. This risk is judged to be an acceptable one and the staff team are encouraged to use the specialist expertise available from the Treasury if they have any concerns. However, it is increasingly difficult to be satisfied completely that all Financial Directions are being complied with; to do so would require an unacceptable shift of resources from core business activity. This concern has also been raised by other small Departments and is being looked at by the Treasury. The risk will be dealt being dealt with in the future by replacing the office manager post with that of Assistant Probation Officer – Support Services. The Post holder will be required to have qualifications and or significant experience in States of Jersey financial procedures.



**Closing statement**

To the best of my knowledge the internal control environment referred to above has been effectively operated during 2008.

Brian Heath  
Chief Probation Officer