



HOME

A STATES OF GUERNSEY GOVERNMENT DEPARTMENT

ANNUAL REPORT 2014

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Using all available resources to build and protect a safe and just society in which people of the Bailiwick can live and work

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MINISTER'S FOREWORD



It is a pleasure to present the Home Department Annual Report for 2014. Since an annual review is, by its very nature looking at historic events, albeit only a year, we decided that this year we are publishing the Annual Report separately from the forward-looking Delivery Plan which covers the years 2015-2018. The intention is to produce two more focussed and readable documents.

The biggest challenge facing the whole of the Department during 2014 was the savings under the Financial Transformation Programme ("the FTP"), in particular the significant operation restructuring of the provision of some services. Whilst we did not quite make our target, I believe that the main reason for us not doing so — the removal of a project because it was not a valid saving — was the correct decision to maintain the integrity of the Department's total FTP savings. The total FTP savings for the Department over the whole of the FTP has amounted to £2.3m. When we consider that the original Department target stood at £54k when Tribal Helm first identified the possibility of the States saving £31m, the Department should be congratulated on its savings.

This Annual Report details the achievements of the Department during the year so I will not list them here. I will, however, note that these achievements are in addition to the provision of normal, "business as usual" services and I am pleased to express my appreciation, and that

of the whole Board of the Home Department, for the dedication and commitment of all members of staff.

A handwritten signature in black ink, consisting of several fluid, overlapping strokes.

Deputy Peter L Gillson
Minister

MANDATE

a) To advise the States on matters relating to:

- Criminal Justice Policy¹;
- Broadcasting Services within the Bailiwick (excluding the broadcasting of the proceedings of the States of Deliberation and States of Election);
- The policy towards and regulation of all forms of gambling in the Island;

and to be responsible for: -

- i. The Island Police Force and the effective and efficient policing of the Bailiwick of Guernsey;
- ii. The provision of an effective and efficient Customs and Immigration Service;
- iii. The provision of an effective and efficient Financial Intelligence Unit;
- iv. The administration of immigration and nationality controls over foreign nationals and the issuance of British passports;
- v. The administration of controls over the import and export of goods and the collection of all import and excise duties;
- vi. The Prison Service and the effective and efficient control and administration of the States Prison;
- vii. The provisions of community based sentencing options including the Community Service Scheme;
- viii. The States Probation Service and the provision of effective and efficient services to the Courts and others;
- ix. The Fire Brigade and the provision of effective and efficient services for fire fighting, fire safety, rescue and salvage in the Islands of Guernsey and Herm;
- x. The development, testing and maintenance of emergency response plans;

- xi. The Electoral Roll;
- xii. The provision of administrative services to the Department's panels and committees including the Parole Review Committee, Police Complaints Commission, Independent Custody Visitors, Independent Monitoring Panel and Appropriate Adult Scheme;
- xiii. Liaison with the Data Protection Office;
- xiv. The Safeguarder Service and the provision of effective and efficient services to the Courts and others;
- xv. The provision of an effective and efficient criminal records check service for employers.

b) To contribute to the achievement of strategic and corporate objectives, both departmentally and as part of the wider States organization, by:

- i. developing and implementing policies and legislation, as approved by the States, for the provision of services in accordance with this mandate; and
- ii. actively supporting and participating in cross-departmental working as part of the States Strategic Plan process and ensuring that public resources are used to best advantage, through co-operative and flexible working practices.

c) To exercise the powers and duties conferred on it by extant legislation.

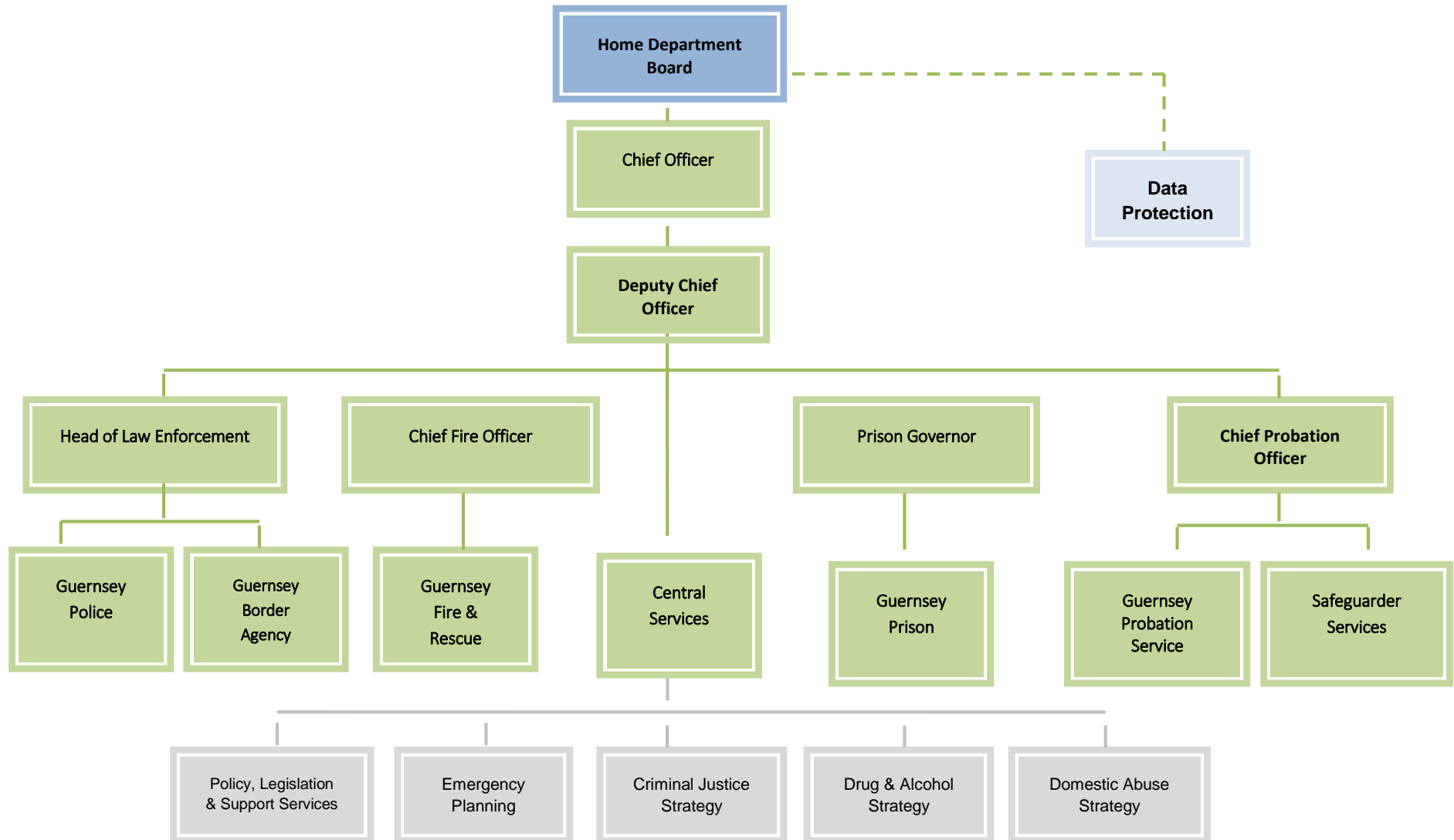
d) To exercise the powers and duties conferred on it by extant States resolutions, including all those resolutions, or parts of resolutions, which relate to matters for the time being within the mandate of the Home Department and which conferred functions upon the former: -

- Advisory and Finance Committee
- Board of Administration
- Broadcasting Committee
- Committee for Home Affairs
- Gambling Control Committee
- Probation Service Committee.

(e) To be accountable to the States for the management and safeguarding of public funds and other resources entrusted to the Department.

¹ Developed and reviewed in consultation with the Courts, Law Officers and other interested parties.

STRUCTURE OF THE HOME DEPARTMENT



INDEPENDENT PANELS

The Home Department is responsible for supporting a number of Independent Panels that exist either by legislative requirement or as part of good governance, and is grateful for the untiring efforts of volunteers from the local community to keep these Panels operating. An overview of each of these Panels is provided below.

POLICE COMPLAINTS COMMISSION

The Police Complaints Commission was established under the Police Complaints (Guernsey) Law, 2008 and provides independent oversight into the investigation of complaints made against the Police with the aim of increasing public confidence and trust in the police and the complaints system as a whole. The Commission does not carry out investigations itself as it is recognised that the investigation of complaints against the Police is most appropriately carried out by the Police, where necessary using an outside Force. The Commission has sight of all complaints made against the Police and supervises those which it considers to be in the public interest.

INDEPENDENT MONITORING PANEL

The Independent Monitoring Panel is authorised by the Prison (Guernsey) Ordinance, 2013 to make unannounced visits to Guernsey Prison to provide independent oversight of the Prison's day to day operation. Panel members are appointed by the States of Deliberation and have access to any part of the Prison at any time of the day or night. Unannounced visits are made on a monthly basis, during which Panel Members will seek to satisfy themselves in respect of the state of the prison premises and the treatment of prisoners. Panel Members complete written reports after their visits, outlining their observations and concerns which are then made available to the Guernsey Prison and the Home Department.

INDEPENDENT CUSTODY VISITORS

ICVs are members of the local community responsible for making unannounced visits to the custody suites at both Guernsey Police HQ and the Guernsey Border Agency to observe and report on the conditions of detention, the operation of the custody facilities and to ensure compliance with relevant legislation. Individuals in custody at the time of a visit are given the opportunity to speak to an ICV but are not obliged to do so and may freely decline the opportunity. ICVs write a report on each visit which provides a vital source of information on the environmental and welfare conditions in which detainees are held made which is made available to the Law Enforcement Senior Management Team and the Home Department.

PAROLE REVIEW COMMITTEE

The Parole Review Committee is an independent body made up of members of the local community and is authorised by the Parole Review Committee (Guernsey) Law, 1989. The purpose of the Committee is to undertake rigorous and comprehensive risk assessments in a consistent, equitable and efficient manner in order to inform the Committee's decision on the early release of prisoners from Guernsey Prison. The objectives of the Committee are to protect the public, to prevent reoffending and to ensure the prisoner's successful reintegration into the community. The Chairman is appointed by the States of Deliberation and ordinary members by the Royal Court.

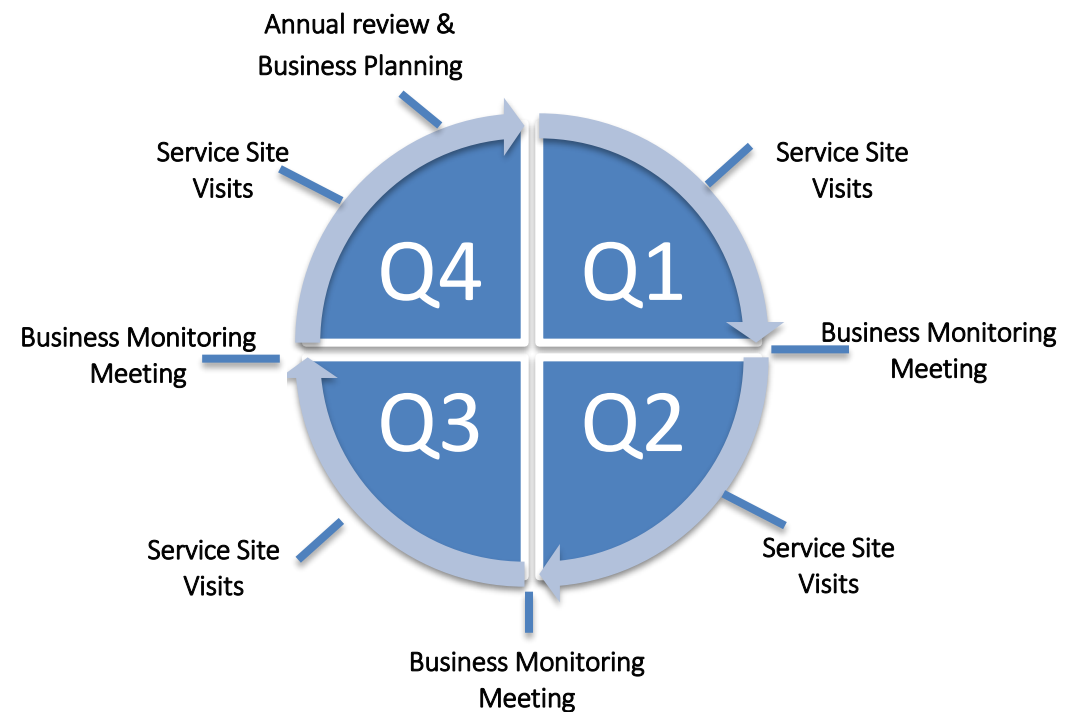
MONITORING & REPORTING STRUCTURES

Board Meetings: The Board meets **fortnightly** to consider routine Department business and any other matters arising. The Board will hold additional extraordinary Board meetings in between scheduled meetings to consider matters when necessary. Heads of Operational Services and staff attend these meetings as appropriate. On a quarterly basis the Board will review year-to-date progress against the Department's Business Plan.

Business Monitoring Meetings: These meetings are held **quarterly** to focus exclusively on the following: year to date progress against the Department Business Plan, consideration of the Department Risk Register (which is monitored by the Board in between quarterly BMM where necessary), litigation and complaints, budget, performance against objectives and expectations for the next quarter. Heads of Operational Services attend to represent their Operational Service and present to the Board an overview of the above in relation to their Operational Service.

Service Site Visits: Up to 2 Board Meetings each quarter are hosted by each of the Operational Services. In addition to considering routine Department business, these visits provide opportunity for the Board to have a detailed overview of each of the Operational Services.

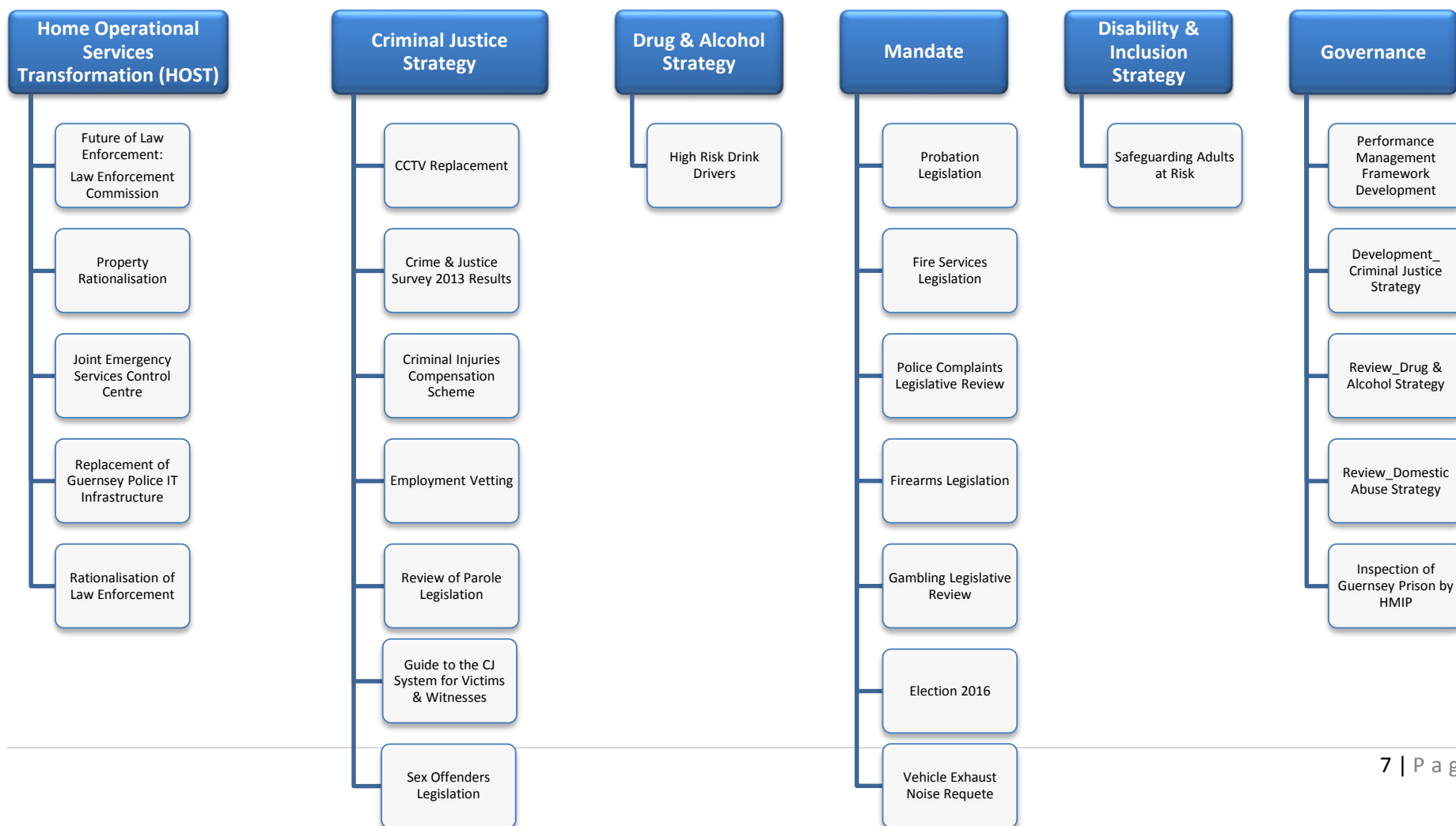
Annual Review & Business Planning: At the end of each year the Board meets to review the current year and to prioritise workstreams for the next 3-year period.



DELIVERY AREAS

The Home Department supports the delivery of projects against a number of different areas. Figure 1 provides a diagrammatic overview of the Department's key delivery areas, and the projects within these delivery areas prioritised by the Department for progression in 2014. Progression of these projects sits alongside the Department's delivery of its mandated responsibilities, management of caseloads, responses to operational imperatives and continuing commitment to the Financial Transformation Programme ("the FTP"). A detailed overview of progress against each of these projects is set out at pages 9 – 15.

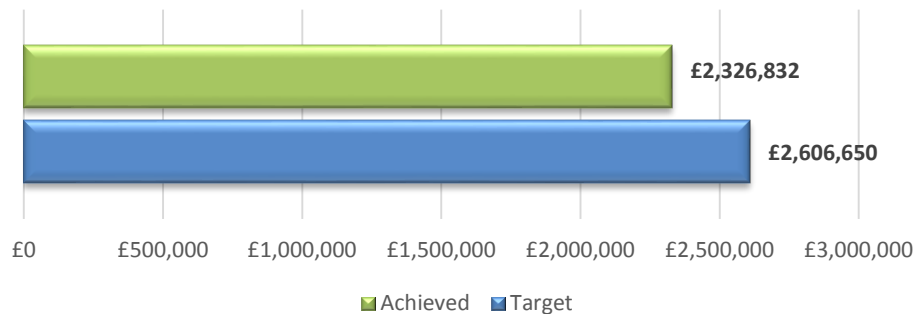
Figure 1



VITAL STATISTICS

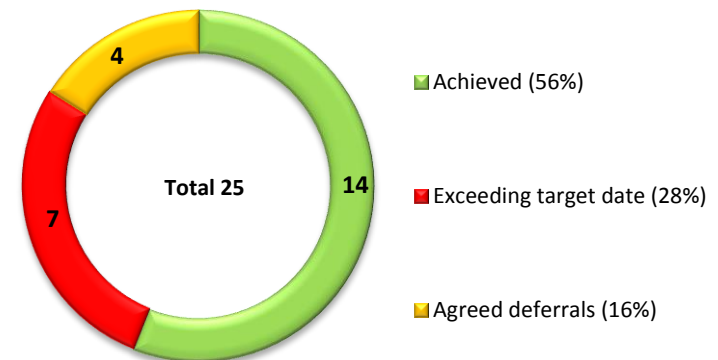
This section sets out “vital statistics” in relation to the Home Department’s governance. Improvements in the generation of performance data are presently being made as part of a Department-wide initiative. It is therefore anticipated that this section will be expanded to incorporate relevant performance-related data within each publication of the Annual Report.

FTP Savings delivered




The figures reflected above identify the savings that have been made by the Department to support the FTP.

Delivery of 2014 Priorities





Alongside delivery of its mandated responsibilities, management of caseloads, responses to operational imperatives, and projects within Operational Services to improve Operational delivery, 25 projects were identified by the Board for progression in 2014. The Department sets out full details of progress made on these projects at pages 9 – 15. In some cases, new information received, or development in other areas, has affected progression of these priorities, meaning that an objective has either been changed based on that information or agreed to be deferred to a later date for progression in view of other higher priorities.

DELIVERY AREA		HOME OPERATIONAL SERVICES TRANSFORMATION PROGRAMME		
Initiative	Resolution	2014 Target	Progress	Target Status
Property Rationalisation (formerly "Accommodation Project")	-	Review the Department's accommodation portfolio and prepare relevant proposals for the States of Deliberation in respect of generating efficiencies in line with the Strategic Asset Management Plan.	Proposals considered by the States of Deliberation as part of the States Capital Investment Portfolio in July 2014 and approved subject to costs being brought within available funding. Department progressing development of Outline Business Case to support proposals. Project continues into 2015.	Achieved
Joint Emergency Services Control Room	-	Complete preparatory work for the introduction of a joint emergency services control room for operation by Guernsey Police, Guernsey Fire & Rescue Service and St John Ambulance & Rescue Service to enhance coordinated service-delivery from January 2015.	Phase 1 (Fire & Ambulance Services operating from Centre) completed October 2014. Phase 2 (Police, Fire, Ambulance) operating from Centre on target for completion 2015.	Achieved
Replacement of Guernsey Police central IT software	 Billet D'État XXIV 2009	Programme of work to replace Guernsey Police's existing central IT software to support greater efficiencies and enhanced work-flow processes.	Essential enabling work for establishment of Joint Emergency Service Control Centre completed. Project continues into 2015.	Achieved
Restructure of Law Enforcement	-	Programme of reorganisation and restructure of law enforcement delivery across Guernsey Police and the Guernsey Border Agency in order to rationalise existing services into a coordinated and shared working structure. Develop and deliver all project work streams within the Restructure of Law Enforcement Programme to achieve FTP savings.	Commencing in 2013, this ambitious Programme continues to review how Law Enforcement can achieve economies of scale, remove duplication, pool resources and improve frontline services towards the aim of "working together to make the Bailiwick safe and secure". Financial savings achieved to date through this Programme total	Achieved

			approximately £801,000. This Programme will continue to evolve and develop to ensure that our services are set up and organised to provide the best service possible to our community in the most effective, cost efficient way.	
Fire Services Legislation	 Billet D'État XII 2008	Approach the States of Deliberation with proposals to amend existing legislation to ensure that the Guernsey Fire & Rescue Service has the appropriate legislative framework to undertake its role.	Agreement to defer initiation of project to 2016 as part of the HOST Programme.	Change in objective
Future of Law Enforcement: Law Enforcement Commission	 Billet D'État XII 2008 &  Billet D'État XXIII 2010	Return to the States of Deliberation with the results of a review into the appropriateness of establishing a Law Enforcement Commission and make proposals in relation to prospective alternatives. Continue to work jointly with the Law Officers' Chambers on the modernisation of existing law enforcement legislation.	Review conducted and draft report prepared. Agreed deferral to 2015 to allow for consultation with key stakeholders on new proposals. Anticipated submission to May 2015 States Meeting.	Change in objective


DELIVERY AREA		CRIMINAL JUSTICE STRATEGY		
Initiative	Resolution	2014 Target	Progress	Target Status
Guide to the Criminal Justice System for Victims & Witnesses	-	Publish Guide to the Criminal Justice System for Victims & Witnesses.	Guide launched April 2014. Scheduled reviews with the Victim & Witness Focus Working Group to support updates and reissuance as necessary.	Achieved
Crime & Justice Survey 2013	-	Publication of the results of the Crime & Justice Survey 2013.	Results published April 2014.	Achieved
CCTV: Replacement	-	Project to replace the public safety CCTV system. Business case submission in 2014.	Proposals considered by the States of Deliberation as part of the States Capital Investment Portfolio in July 2014 and approved subject to costs being brought within available funding. Department progressing development of Outline Business Case to support proposals.	Achieved
Employment Vetting	Billet D'État XXIV 2009	In conjunction with the other Crown Dependencies, review developments in the UK to ensure a coordinated Crown Dependencies approach to the provision of consistent employment vetting measures in line with national standards. Research and review any additional local measures that could support these standards.	Ongoing monitoring of developments in UK. Agreement to defer initiation of project work to 2016 on account of other Department priorities.	Change in objective
Criminal Injuries Compensation Scheme	Billet D'État XXIV 2001	Return to the States of Deliberation in 2014 with options for a scheme and funding.	Agreement to defer objective to 2016 in view of funding restrictions.	Change in objective

Parole Legislation	 Billet D'État IV 2005	Implementation of new legislation.	New primary legislation agreed by States in 2009. Development of new Ordinance and Regulations required to progress enactment of primary legislation. Progress impacted by competing priorities and objective to be carried forward to 2015.	Exceeds original target date
Sex Offenders Legislation	 Billet D'État XIII 2011	Project to modernise and reform existing sexual offences legislation in the Bailiwick. Implementation Phase 1 to be completed in preparation for the Law receiving Royal Assent and its subsequent enactment. Phase two, drafting of new sexual offences legislation to be progressed with view to returning to the States of Deliberation.	Delays encountered in securing funding to facilitate introduction of key posts within Guernsey Police and Guernsey Probation Service to support implementation. Implementation dependent on successful recruitment. Project to be completed in 2015.	Exceeds original target date

DELIVERY AREA		DRUG & ALCOHOL STRATEGY		
Initiative	Resolution	2014 Target	Progress	Status
High Risk Drink Drivers Scheme	-	Approach the States of Deliberation with proposals to establish a High Risk Drink Drivers Scheme.	Achieved. States Resolution on Billet D'État I 2014 to establish Scheme. Legislation drafted and expected implementation in 2015.	Achieved

DELIVERY AREA		MANDATE		
Initiative	Resolution	2014 Target	Progress	Target Status
Election 2016: Essential preparation	-	Essential preparation for the creation of a new Electoral Roll for the 2016 Election and the promotion of the registration process in line with the Department's mandated responsibilities.	Report submitted to States of Deliberation in September 2014 for debate in November 2014 in respect of creation of new Electoral Roll. Project continues until 2016.	Achieved
Vehicle Exhaust Noise	Requête Billet D'État XXVI 2007	Continue review of existing provisions under legislation to control the noise from motor vehicles, particularly motor cycles, due to the use of non-standard exhaust systems or by the user altering an exhaust system.	Review conducted and draft States Report prepared. Identified that joint-working required with Environment Department as likely impact on Environment resources. Anticipated joint-working with Environment to progress as prioritised by both Departments.	Achieved
Probation Legislation	-	Project to review and repeal the Loi relative à la Probation des Délinquants, 1929, and implement new Probation Law including relevant policies and procedures.	Consultation with key stakeholders underway. Competing priorities have impacted progress. Project carried forward to 2015 to progress.	Exceeds original target date
Firearms Legislation	Billet D'État XVIII 2006	Proposals agreed to improve the administration of the licensing of firearms and improve health and safety on ranges. Amendments to the Law drafted, to be reviewed and enacted in 2014.	No progress made due to competing priorities and operational demands.	Exceeds original target date
Gambling Legislation: Review	Billet D'État XII 2007	Approach the States of Deliberation with recommendations concerning the modernisation of legislation designed to regulate gambling activities. If approved, draft and implement new Codes of Practice.	Report and recommendations drafted. Work ongoing on accompanying Codes of Practice to support new regulations. Submission to the States of Deliberation delayed to take into account recent developments in other jurisdictions and in relation to Fixed Odds Betting Terminals as per the Department's	Exceeds original target date

			commitment by States 2007 Resolution to review the impact of such machines on community wellbeing.	
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DELIVERY AREA		DISABILITY & INCLUSION STRATEGY		
Initiative	Resolution	2014 Target	Progress	Status
Safeguarding Adults at Risk	 Billet D'État XXII 2013	Establishment of joint-working arrangements with relevant stakeholders to ensure appropriate structures are in place to support Government aims, including synergy with the Disability & Inclusion Strategy.	Initial scoping of work completed and development of multi-agency approach underway. Links created with Disability & Inclusion Strategy Steering Group for objective's monitoring and reporting purposes. Objective continues into 2015 in conjunction with stakeholders.	Achieved

DELIVERY AREA		GOVERNANCE		
Initiative	Resolution	2014 Target	Progress	2014 Target Status
External Inspection Regime	-	Host an inspection of Guernsey Prison by Her Majesty's Inspectorate of Prisons (HMIP).	Achieved. Report published 5 th November 2014.	Achieved
Drug & Alcohol Strategy: Review	-	Review the existing Drug & Alcohol Strategy in conjunction with stakeholders and approach the States of Deliberation for support of its framework and action plans.	Report submitted to States of Deliberation November 2014 for consideration by the States of Deliberation in January 2015.	Achieved
Criminal Justice Strategy	-	Finalise the development of the Criminal Justice Strategy Action Plans for ongoing maintenance and implementation by all stakeholders.	Achieved.	Achieved
Performance Management Framework	-	Finalise the development of the Department's performance management framework across all Operational Services to support accountability and business monitoring.	Progress impacted by competing priorities and objective to be carried forward for full implementation in 2015.	Exceeds original target date
Domestic Abuse Strategy: Review	-	Review the existing Domestic Abuse Strategy in conjunction with stakeholders and approach the States of Deliberation for support of its framework and action plans.	Delays encountered. Consultation launched 8 th December 2014 – 30 th January 2015 and approach to the States of Deliberation anticipated in May 2015.	Exceeds original target date