



## POLICING REVIEW COMMITTEE

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# PUBLIC SURVEY

# Policing in Sark

## Analysis of Results

## Consultation Document

May 2014  
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# 1 Background

- 1.1 The concept of a Policing Review Committee was accepted by Michaelmas Chief Pleas (Minute Ref: 15.11) on 2<sup>nd</sup> October 2013 following the consideration of a report brought by The Douzaine. In that report reference was made to the existing Service Level Agreement (SLA) signed on behalf of Chief Pleas on 27<sup>th</sup> January 2010 by Chairman of the Douzaine, Conseiller Edric Baker, Constable Caragh Couldridge, Vingtenier Matt Joyner and the Chief Officer of the Guernsey Police.
- 1.2 The SLA maps out the assistance that will be given to the Sark Constables at their request and at a level that the Duty Inspector of the Guernsey Police deems to be necessary. This is included at [Appendix 1](#).
- 1.3 During a meeting with the States of Guernsey External Relation Group on 23<sup>rd</sup> September 2011, some members of the of the General Purposes & Advisory Committee (GP&A) discussed policing in Sark and there was acceptance that the then structure and provision of such policing should be reviewed given the increasing complexity and demands placed upon the Sark Constables. It was agreed by the Group to commission a review and the Chief Officer of Police agreed to draft Terms of Reference to enable further discussions to take place. This contribution lead to the preparation of a Committee Mandate, approved by Chief Pleas - [Appendix 2](#).
- 1.4 The appointment of Chief Officer, Patrick Rice as Head of Law Enforcement, Guernsey, has meant he is also Head of the Guernsey Border Agency and, at his suggestion, a meeting was arranged in Sark on Monday, 6<sup>th</sup> June 2012. Those attending were Chief Officer, Patrick Rice, Supt. Peter Dowding, Guernsey Police, Phil Taylor and Tom Robins, Guernsey Border Agency and, representing Sark, the Constables, Senior Harbourmaster and seven Conseillers, plus the Committee Secretary. A wide ranging discussion took place and it was decided to appoint a Review Team. It was later decided that the members of this Review Team should be appointed by Chief Pleas in the form of a Special (*ad-hoc*) Committee.
- 1.5 At the request of the Constables, the Review Team is also looking at the facilities that are required by Law under the Order in Council, "The Police Powers and Criminal Evidence (Bailiwick of Guernsey) Law, 2003". There is also the opportunity to take account of any requirement to amend the SLA and the facility requirements of dedicated interview and detention rooms, plus full monetary impact of any variation of the *status quo*.
- 1.6 Chief Pleas appointed a Special (*ad-hoc*) Policing Committee at the Michaelmas Chief Pleas meeting in October 2013, using the Draft Terms of Reference as outlined by the Chief Officer of the Guernsey Police and Border Agency, Patrick Rice and the requirements of "The Police Powers and Criminal Evidence (Bailiwick of Guernsey) Law, 2003". It appointed Conseillers Andrew Cook, David Melling, Michael Mann, Paul Williams, Richard Dewe and the Constables.
- 1.7 Subsequent to the forming of the Committee, Conseiller Mann resigned as a Conseiller and his place has been taken by Conseiller Christine Audrain, who is also Chairman of the Education Committee and is currently working on the drafting of a Children's Law. Conseiller Richard Dewe was nominated by the Committee as its Chairman.
- 1.8 As retiring Constable, Adrian Guille, has been at the sharp end of policing Sark during the past two years and had already done so much of the groundwork needed; it was proposed and accepted that he should be appointed to the Committee as a non-Chief Pleas Member.
- 1.9 Since its formation the Committee has had a number of meetings including one with Chief Inspector Nigel Taylor, Head of Uniform Operations, Guernsey Police, Inspector Terence Coule, Community Policing, Guernsey Police and Crown Advocate Fiona Russell, St. James' Chambers, Guernsey.
- 1.10 This shared exchange of views and ideas concluded that one of the first objectives should be to identify gaps in provision and to specify the policing requirements needed on Sark. Whilst there was likely to be some resistance from traditionalists to any significant change in the present arrangements, in reality there are few volunteers willing to serve firstly as Vingtenier and then Constable; the two year commitment is considerable given the need to understand and apply modern policing methods within an operating remit that is exposed and open to criticism if wrongly instigated.

- 1.11 Foregoing income is the greatest hardship for the volunteer Constable and the inability to control the hours dedicated to the service does have considerable impact on earnings either in one's own business or as an employee providing an employer is generous enough to allow time to be taken out; vulnerability is the other major issue.
- 1.12 Taking on the role of Constable requires a steep learning curve; the pay is minimal, the job requires discretion and confidentiality with few pointers as to how it should be done. The need to work within the Bailiwick Laws is emphatic yet awareness of civil liabilities is of the highest priority; the importance of demonstrating that the Constable is working within the Law was stressed throughout the meeting with Guernsey Police.
- 1.13 Whilst the "civil responsibilities" of the Constables have been dropped in Sark, it was suggested there was a vacuum at the top and unclear to whom the Constable and his/her team report and from whom they take directions.  
In Guernsey the reporting structure takes no direct instructions from politicians and it was confirmed that all Guernsey (and Alderney) officers take their support and direction from the Chief Officers and only receive strategic direction from the Home Department; operational independence is essential. Although the Chief Officer is a Home Department appointment, he is consequently constrained, as an employee, to work within the strategic direction of the authority; it is his responsibility to interpret that strategy and to ensure that his officers, in carrying out their duties, complied within its requirements.  
The need to scale down that responsibility for Sark was stressed in the discussions and the Committee was reminded that in Sark the Constable is not an employee per se.  
Questions were asked as to how the business community viewed the role of the Sark Constables and it was recommended that it should be established what residents and businesses expect of the Constables.
- 1.14 Whilst administrative support in Sark is forthcoming from a part-time Assistant Constable (three afternoons per week), the Constables refer to the Guernsey Police for advice and assistance in operational matters. It was suggested that the Annual Reports submitted to Chief Pleas at the end of the Constable's term of office might be compiled and assessed to look at trends; however, these could vary depending on the individual Constable's interpretation of categories. There is concern at the possibility of coming-up with an immediate solution without an information base but, although there might be a need to set-up an intermediate solution or procedure whilst working on a longer term plan, the need to demonstrate that Sark carries out its policing correctly is essential.
- 1.15 There is a duty of care for any individual when working 24/7, 365 days a year and an exploration of the role played by Sark's Assistant and Special Constables and requests for better support and training are accepted. Any basic training supplied by Guernsey Police has to recognise the physical shortcomings of Sark's infrastructure and the fact this limits what can be achieved or adapted.
- 1.16 As already stated one of the first objectives should be to identify gaps in provision and to specify the policing requirements needed on Sark. Guernsey Police offered to provide some survey questions for future discussion in consideration of a public survey and these were circulated for Sark to compile an appropriate questionnaire.

## 2 Methodology

- 2.1 The questions sent by the Guernsey Police were adapted in-house in Sark and, with advice from the Ministry of Justice, formed into a simple two-page questionnaire. Two factual questions preceded a series of options seeking to establish opinion on policing levels, personal safety, priorities needing attention for future policing and what presence and visibility the policing should take. An opportunity to comment and suggest improvements to the current system was also offered. A copy of the questionnaire is included at [Appendix 3](#).
- 2.2 A covering letter briefly explained the purpose of the survey and invited those filling in the form to consider volunteering to become Vingtenier in the future. The letter also quoted the overall number of incidents requiring Constable involvement annually since 2007. These incidents either needed investigation, mediation or assistance showing a steady increase from 100 in 2007 to 352 in 2012. ([Appendix 4](#))
- 2.3 375 questionnaires were distributed door to door to all Sark residences by Guernsey Post. Additionally, copies were sent to all businesses identified by those paying business rates for refuse collection. All charities and non-profit making organisations listed on the register were also circulated with a copy. Realising that there may be variation in the views of the individuals within a household, further copies were left at the Post Office and were available in the Committee Office for those who wanted to collect additional copies of the questionnaire.
- 2.4 Each questionnaire was given a unique number, primarily to identify from which control group responses were coming. **500** copies were made available but only **424** were issued or collected from outlets. **137** were returned in total (**32.30%**).
- 2.5 The batches of questionnaires were available as shown below, together with the number of forms issued and returned in each category.

Residential delivery		to Businesses		to charities & NPOs		Collected at PO		Collected from Office	
Issued	Returned	Issued	Returned	Issued	Returned	Issued	Returned	Issued	Returned
375	114	18	5	18	12	6	3	7	3
(001 – 375)		(376 – 393)		(394 – 411)		(412 – 479) available		(480 – 500) available	

- 2.6 The distribution took place in mid-March with a request for responses to reach the Committee Office by Monday 14<sup>th</sup> April 2014 to enable analysis ahead of a public meeting. It soon became clear that residents were finding difficulty in completing the questionnaire, many not understanding how the current Constable and Vingtenier system of policing works, and why there should be problems with it. There was also criticism of the number of incidents shown in the covering letter and requests for a breakdown of the figures to better explain what had caused such an increase. Using the Constables Annual Report to Michaelmas Chief Pleas this was done and it showed that the Constables had personally identified a list of recording categories. A second list of incidents was issued to help those still wanting to fill in the forms. ([Appendix 5](#)). Fortunately, the numbers of completed forms were initially slow to come in but given more information the response rate increased significantly. As is ever the case on Sark, there was a rush to submit over the final weekend and the 32.3% returned was a respectable response.
- 2.7 There was only one duplication where both householders used the same form; this was clearly indicated and both responses were used in the analysis. One returned form had the number cut off and, as it couldn't be categorised, was not used. There were no report of batches of forms being taken.

### 3 Analysis

- 3.1 Some respondents did not complete every question on the form so not all categories below add up to 137, the total number of forms received.
- 3.2 **Residential** – all 137 (100%) responses claim to be permanently resident on Sark.
- 3.3 **Length of Residency** – 135 answers
- 2 ( 1.48%) respondents had been resident in Sark for less than two years;
  - 26 (19.26%) respondents had been resident in Sark for between 2 and 10 years;
  - 74 (54.82%) respondents had been resident in Sark for between 11 and 40 years;
  - 33 (24.44%) respondents had been resident in Sark for over 41 years.
- 3.4 **Commentary** - *The figures suggest that the majority of responses (79.26%) are from residents who have had an association with the Island of more than 11 years.*
- 3.5 **Policing** – varied response to the options  
**The current arrangement of Constable & Vingtenier works well – 131 responding**
- 8 ( 6.11%) strongly disagree;
  - 15 (11.45%) disagree;
  - 59 (45.01%) agree;
  - 47 (35.88%) strongly agree;
  - 2 ( 1.53%) don't know.
- 3.6 **Commentary** - *A significant majority (80.89%) agree with the present system.*
- 3.7 **The current arrangement of Constable & Vingtenier should be retained – 133 responding**
- 8 ( 6.02%) strongly disagree;
  - 12 ( 9.02%) disagree;
  - 56 (42.11%) agree;
  - 53 (39.85%) strongly agree;
  - 4 ( 3.00%) don't know.
- 3.8 **Commentary** - *Having supported the present system a significant majority(84.96%) appear to support the retention of the present system.*
- 3.9 **Guernsey should provide a trained policeman to be based on Sark permanently – 126 responding**
- 66 (52.38%) strongly disagree;
  - 29 (23.02%) disagree;
  - 15 (11.90%) agree;
  - 13 (10.32%) strongly agree;
  - 3 ( 2.38%) don't know.
- 3.10 **Commentary** – *Although 75.40% disagreed with the suggestion of having a trained policeman permanently based on Sark, there were many qualifications written in against this question; all are recorded at [Appendix 6](#).*
- 3.11 **An officer investigating crime should be trained and qualified – 125 responding**
- 13 (10.40%) strongly disagree;
  - 25 (20.00%) disagree;
  - 52 (41.60%) agree;
  - 29 (23.20%) strongly agree;
  - 6 ( 4.80%) don't know.
- 3.12 **Commentary** - *There was a greater spread of responses to this question with more agreeing than disagreeing but answers were qualified, many considering that while training was important it did not need to be at such an intense level as would be required outside Sark; all comments are recorded at [Appendix 6](#)..*

- 3.13 **Safety** – 133 responding  
**Thinking about crime overall, in your opinion, the next five years in Sark is likely to be...**
- 6 ( 4.51%) safer;
  - 104 (78.19%) about the same;
  - 14 (10.53%) less safe;
  - 9 ( 6.77%) don't know
- 3.14 **Commentary** - *There was a general feeling that little would change and 78.19% suggested Sark would remain as safe as it is now.*
- 3.15 **Priorities** –  
**From the options below, select the top three you believe need attention for future policing in Sark?**  
 345 selected options but not every respondent identified three, some picked more than three and others chose not to complete the question. There were collective options identified by some with their view of the underlying problem.  
 As a consequence, analysis is taken for each option and percentages taken against the total number of options selected (345).  
 Comments made are shown at **APPENDIX 6**.
- 3.16
- 89 (25.80%) anti-social behaviour;
  - 77 (22.32%) domestic abuse;
  - 38 (11.01%) liquor licensing Laws;
  - 17 ( 4.93%) firearms licensing;
  - 36 (10.43%) road safety;
  - 26 ( 7.54%) criminal damage;
  - 23 ( 6.67%) thefts;
  - 20 ( 5.79%) assaults;
  - 19 ( 5.51%) other (specified).
- 3.17 **Commentary** – *those participating selected options across the spectrum but the focus was on the first three categories listed (59.13%).  
 There were again many qualifying comments as shown in **Appendix 6**.*
- 3.18 **Policing presence** –  
**In your view a weekly or monthly (depending on the season) Patrol by a uniformed Police Office would be.....**  
 As with the previous question there were many who made multiple-choices and responses have been reduced to the one most closely resembling the impression conveyed by the respondent.  
 Consequently there is no percentage applied to the options.  
 Comments made are shown at **APPENDIX 6**.
- 3.19
- 12 – reassuring;
  - 43 – waste of time;
  - 22 – pointless;
  - 9 – welcome;
  - 20 – useful;
  - 17 – excessive;
  - 8 – other (specified)
- 3.20 **Commentary** – *given the qualification made at 3.18 above, comparing options is meaningless; collectively the divide of those who support the positive categories - reassuring, welcome & useful – (41) is only half of those who have a negative opinion – waste of time, pointless, excessive – (82).*

## 4 Respondents Comments

All the comments written on the forms, whether under improvements or against individual questions, have been collected together unadulterated to form **Appendix 6**.  
 The comments speak for themselves but must be interpreted by the reader taking into account the qualifications made against each question earlier in the text.



**SERVICE LEVEL AGREEMENT  
THE GUERNSEY POLICE FORCE / THE ISLE OF SARK**



**for the provision of mutual aid**

**1. INTRODUCTION**

- 1.1 This purpose of this document is to formalise the procedures for the provision of support in the event of a policing operation in Sark requiring 'Mutual Aid'. Nothing in this document will preclude the Sark authorities from seeking advice at any time on any policing issue from Guernsey Police.
- 1.2 This document will:
- i) Outline the approach for provision of Mutual Aid to Sark
  - ii) Establish ownership of the costs for all aspects of the Service Level Agreement.

**2. PROVISION OF SUPPORT TO THE ISLE OF SARK**

- 2.1 The request for the provision of Mutual Aid to Sark will be made by 'The Constable' or in his/her absence, 'The Vingtenier.' In the first instance, this will be made to the Duty Inspector of Guernsey Police or in his/her absence, the Duty Sergeant.
- 2.2 The level of Mutual Aid provided by Guernsey Police will be dependent upon the type and nature of incident and resource capacity of the Force at the time of the request.

**3. OWNERSHIP AND ACCOUNTABILITY**

- 3.1 Responsibility for the management of any operation that Guernsey Police become involved in within the Isle of Sark will remain with the Guernsey Police.
- 3.2 Where Guernsey Police officers are deployed, a senior officer will act as a liaison officer and/or advisor to the Sark authorities.
- 3.3 A nominated Guernsey Police Senior Officer will be accountable to the Chief Officer of Guernsey Police for all aspects of the operation.
- 3.4 The Chief Officer of Guernsey Police will have responsibility for standards of investigations and operations conducted in Sark.

#### **4. LEVEL OF SUPPORT TO THE ISLE OF SARK**

- 4.1 The level of support required by the Sark authorities will be dependent on the nature of the operation.
- 4.2 Support, if provided, may include:
- Senior Investigating Officer
  - Scenes of Crime
  - Search teams
  - House-to-House teams
  - Major Crime Investigators
  - Public Order Teams
  - Dog Handlers
  - Firearms Teams
  - Police support for Special Events (i.e. Water Carnival)
- 4.3 The Officer appointed under 3.3 will discuss with the Sark authorities a menu of options dependant upon the particular circumstances of the operation.

#### **5. SCIENTIFIC SUPPORT**

- 5.1 The initial response to an operation will be conducted by the Sark Constable who will be provided with guidance from Guernsey Police.
- 5.2 The Sark Constable will assume co-ordination and management of the scene(s) including taking any action to secure any evidence that could be lost over the initial period of time. This should be done in consultation with a Guernsey Police.
- 5.3 The Guernsey Police will make an initial assessment of the level of scientific support required.
- 5.4 Guernsey Police will provide advice and guidance on any scene preservation issues that arise and any other practical issues that need to be addressed.

#### **6. TRAINING**

- 6.1 The Constable and Vingtenier will have the opportunity to receive training in Guernsey when the training is being provided to members of the Special Constabulary. During other occasions when training is being offered to other personnel, this will also be offered to the aforementioned personnel, if the input is felt appropriate.
- 6.2 No training costs will be incurred by the Sark for such training, other than travel, accommodation and subsistence costs.
- 6.3 Control and Restraint Training will continue to be offered to relevant personnel in Sark.

#### **7. STAFFING COSTS**

- 7.1 Charges will be made for policing services to the Island of Sark in accordance with the agreement arrived at between the Sark Authorities and the Chief Officer of the Home Department by letter on 19 March 2007.

**8. ACCOMMODATION / TRAVEL**

8.1 Accommodation and travel for Guernsey Police Officers / staff assigned to a Sark enquiry will be arranged and paid for by the Sark authorities in accordance with 7.1.

**9. MEALS AND REFRESHMENT**

9.1 Subsistence (meals and refreshments) will be provided by the Sark authorities

9.2 In the event that an officer assigned to the enquiry is tasked to make enquiries other than on Sark or Guernsey, the appropriate level of subsistence will be paid to that officer by the Sark authorities in accordance with 7.1.

**10. FINANCIAL STATUS REPORT**

10.1 Guernsey Police Finance Department will provide an up-to-date financial statement to the Sark authorities of costs incurred.

Chairman of The Douzaine  
Isle of Sark

Date:

Chief Officer of Police  
Guernsey Police

Date:

## POLICING REVIEW COMMITTEE

### MANDATE

#### **CONSTITUTION:**

- Five members who shall be sitting members of Chief Pleas, two of whom shall be selected as Chairman and Deputy Chairman by their fellow Committee Members.
- Sark Constables who shall be ex officio members without voting rights.
- Up to 2 non-voting members who shall not be sitting members of Chief Pleas but who shall be elected by Chief Pleas.
- A quorum shall consist of three voting members.

#### **MANDATE:**

- a) Clarify the current structure of policing in the Isle of Sark and its relationship with Guernsey Police;
- b) Benchmark the provision of the current policing service in the Isle of Sark with the standards applied to Alderney and Guernsey;
- c) Applying recognised methods of consultation, establish the levels of policing services the community in Sark desire.
- d) Make recommendations for a revised policing structure for the Isle of Sark.

#### **LEGISLATION:**

- **The Police Powers and Criminal Evidence (Bailiwick of Guernsey) Law, 2003**
- **Reform (Sark) Law, 2008 (as amended)**
  - **Sections 52-54**

#### **AGREEMENTS:**

- Service Level Agreement 100127 – Chief Pleas and Guernsey Police

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## Public Survey - Policing in Sark

These forms are being circulated to all residential, business and registered Charity NPO addresses throughout Sark. We want your input to review current policing arrangements (see covering letter for details).

All responses will remain anonymous and confidential.

*(The forms are numbered for checking the number of questionnaires issued and returned)*

The survey should take you no longer than a few minutes to complete. Thank you for taking the time to consider the questions below. Your responses will be used along with other information to inform the review.

### Are you a permanent resident in Sark? (please tick as appropriate)

Yes	
No	

### How long have you been resident in Sark? (please tick as appropriate)

< 2 years		2-10 years	
11-40 years		41 > years	

### Policing (please tick as appropriate)

How strongly do you agree or disagree with the following statements?	Strongly Disagree	Disagree	Agree	Strongly Agree	Don't Know or No View
<i>The current arrangement of Constable and Vingtenier works well.</i>					
<i>The current arrangement of Constable and Vingtenier should be retained.</i>					
<i>Guernsey should provide a trained Policeman to be based on Sark permanently.</i>					
<i>Any officer investigating crime should be trained and qualified.</i>					

**PLEASE TURN OVER THE PAGE**

**Safety** (please tick as appropriate)

Thinking about crime overall, in your opinion, the next five years in Sark is likely to be .....	Safer	About the same	Less Safe	Don't Know

**Priorities** (please circle up to three options)

From the options below, select the top three you believe need attention for future policing in Sark?

A – Anti-Social Behaviour		D - Firearms Licensing		G – Thefts	
B – Domestic Abuse		E – Road Safety		H – Assaults	
C – Liquor Licensing Laws		F – Criminal Damage		I - *Other	
*Please state –					

**Policing Presence** (please circle the most appropriate responses)

In your view a weekly or monthly (depending on the season) patrol by a uniformed Police Officer would be .....

A – Reassuring		C - Pointless		E – Useful	
B – A waste of time		D – Welcome		F-Excessive	
		G-*Other			
*Please state -					

**Improvements**

What improvements, if any, do you think can be made to the current system of policing?

.....

.....

.....

Thank you for your participation.

Please return the completed form to:

COMMITTEE OFFICE  
LA CHASSE MARETTE,  
SARK, CHANNEL ISLANDS. GY10 1SF

no later than: **14<sup>th</sup> April 2014**



**POLICING REVIEW COMMITTEE**  
**A COMMITTEE OF THE CHIEF PLEAS OF SARK**  
**COMMITTEE OFFICE, LA CHASSE MARETTE, SARK GY10 1SF**  
Telephone: (01481) 832118 E-mail: commsec@gov.sark.gg

**POLICING REVIEW 2014**

In October 2013 Chief Pleas approved the formation of this Committee to review the current honorary system of Constable and Vingtenier and the wider issues of Policing in Sark.

This has become necessary as the current honorary system is coming under greater pressure as it becomes more difficult to find people willing to take on these roles. This in part due to the fact the role is far more time consuming than ever before, and has become much more complex within the responsibilities of law enforcement.

If you are interested in taking on either of these roles the please contact the Constable or anyone on the committee, we'd be very pleased to hear from you.

Below are some basic statistics that have been taken from the yearly report presented to Chief Pleas by the retiring Constables since 2007. These figures give a clear indicating of the increase.

**These are number of incidents each year which required the Constables' involvement. The incidents either needed investigation, mediation or assistance.**

2007	2008	2009	2010	2011	2012
100	204	286	318	340	352

As part of the Policing Review it is vital that the Committee consults the community of Sark for its views about how Sark should be policed in the future.

The Committee will make the findings of this questionnaire public and will hold public meetings to help it develop its recommendations. Then a final report with recommendations will be taken to Chief Pleas for approval.

**Please complete the questionnaire and return it to:**  
LA CHASSE MARETTE,  
SARK, GY10 1SF

**No later than:**

**14<sup>th</sup> April 2014**

Thank you for your time and interest in this important matter.  
Policing Review Committee

**POLICING REVIEW COMMITTEE 2014**

**The following incidents required the Constables involvement (Investigation, Mediation or Assistance)**

Incident	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13
Animal Issues	11	5	7	6	11	38	4	28	15
Air Traffic				6	7	1	9	5	7
Assault	2	3	2	5	8	12	7	3	2
Bank Call-outs				3		3	6		
Boats	3	3	1		4	8	5	7	2
Bike Thefts							21	15	9
Burglary				6 <sup>3</sup>	5		10	1	
Carriage Accidents	2	1		4				1	
Child Welfare				4	8	1			
Criminal Damage	1	2	2	8	4	13	4	2	9
Customs Enquiry	1	1	3			2	3	1	2
Disorderly/drunken behaviour	19	7	3	15	53 <sup>2</sup>	7	11	26	12
Doctor				11	14	9	10	2	3
Dog behaviour complaint	4	5	1	5					
Domestic/Family welfare matters	20	12	10	7	17	32	38	7	19
Drugs				2	3	1	1	2	
Enquires from other Forces			2						5
Fire		1	1			1	4	2	
Fishing	4	1	2	2	4	4	2		
Forced Entry	3	2	2						2
Fraud Investigations	5	2							
General complaints	3			6	19				
Guns/shootings/explosives	5							1	2
Harassment	2			16		4	13	13	3
Homeless Person	1	1							
Horse – Road Traffic issues								13	14
Hostile Behaviour	1	4	4		19	14	11	6	5
Licenced Premises			4	1	16	4	2	2	2

Incident	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13
Litter								3	1
Lost / found property inc.bikes	26	13	6	30	18	14	35	40	34
Missing Persons Enquiry	4	6	4			12	14	4	5
Noise complaints	8	1	4	6	8	2	6	16	9
People acting suspiciously	7	4	1		5	14	10	12	6
Personal Dispute				10		4	4	5	1
Prison Use								3	1
Property Damage (accidental)			2		9				
Prosecutions & Official Cautions	1	4	3	9	13				
Public Safety Concerns	2	1							6
Road Traffic complaints - tractors	8 <sup>1</sup>	2 <sup>1</sup>	13 <sup>1</sup>	25 <sup>1</sup>	38 <sup>1</sup>	23	13	26	11
Road Traffic issues		2				19	37		
Sexual Harassment complaint			2			1			
Sudden Deaths		3	1	1	1	2		4	2
Incidents at or in the sea	2	6	2	11		2			
Tractor Accidents	1	5	3					1	
Tractor permissions	3							59	143
Trespass				4		11	2	2	2
Theft	10	6	6	0 <sup>3</sup>	25	23	31	16	10
Under-age Drinking		1	2					3	3
Vandalism		5	4		5	2	5	9	5
<b>Total Incidents</b>	<b>159</b>	<b>108</b>	<b>92</b>	<b>203</b>	<b>314</b>	<b>283</b>	<b>318</b>	<b>340</b>	<b>352</b>
Constable >>> Vingtenier >>>	E.deCarteret G.LeLievre	G.LeLievre C.Bateson	C.Bateson J.Mann	J.Mann A.Blythe	A.Blythe C.Couldridge	C.Couldridge M.Joyner	M.Joyner J.Godwin	J.Godwin A.Guille	A.Guille L.Belfield

Notes: <sup>1</sup> includes horse drawn carriage <sup>2</sup> incidents involving alcohol and/or drugs <sup>3</sup> Thefts & Burglaries

It should be noted that there is currently no consistency in the recording of incidents, each Constable making their own judgement as to the category selected; there will inevitably be some overlap but this analysis gives better insight to the trends shown by the overall number of incidents.

## 2014 POLICING REVIEW ANALYSIS

## Appendix 6

Comments written on questionnaire

Questionnaire	Subject	Comments
007	Policing presence	Everyone would know when they were here.
	Improvements	A trained officer assisted by local Constable & Vingtenier but could we afford that? Interesting to note the rise in incidents since arrival of SEM.
011	Improvements	Distance ourselves from Guernsey in policing and resolving cases.
012	Improvements	Suggested strategy attached as separate letter – see end of analysis.
019	Priorities	Other – drugs.
	Improvements	Reduce the workload by <sup>1</sup> have set of three forms in triplicate to be completed for all complaints to be handed in person to the Constable and <sup>2</sup> stop taking calls from SEM
028	Policing Presence	Other – sheep racing weekend
	Improvements	Presence of Constables at closing time of pubs on extension nights in summer.
036	Improvements	None – the Guernsey Police can be here as and when required now.
037	Policing Presence	The normal resident of Sark cannot know the answers to the section headed <i>priorities</i> and neither can he really appreciate whether the current system of Constable works well but in all probability it is out of date. A trained policeman should be able to handle most needs. A suggestion would be that he spends most of his time in plain clothes and wears his uniform only when necessary (violent trouble and the like) and patrols in uniform on such occasions as the Sheep Racing and be evident where excess of drinking often occurs such as Saturdays on return of evening boats to Guernsey.
044	Improvements	Constables should not have access to personal data e.g. criminal records and should not be able to “stop” or “not support” various applications through Chief Pleas or committees without “public notification” thereof re: liquor licence applications and Island Employee applications etc.
051	Improvements	Certain areas outside community policing should be under the blanket of the Guernsey Bailiwick as it should be their duty to provide free enforcement on the war on terrorism, war on illegal immigration, war on drugs, war on money laundering. The term war against is used as way for Gsy to ensure continued funding. Also in times of war, Guernsey will protect.
053	Improvements	Possibly making more use of the Sark Special Constables and having back-up from Guernsey Force as necessary. Bring back the birch for committing slander.
055	Improvements	It should be made clear to whom the Constables are answerable. Constables need more support to lighten the demands of the post. Constables might become Guernsey Specials to improve relationship between Gsy Police and Sark Police.
056	Improvements	Some extra training in Guernsey.
062	Improvements	If the situation becomes worse it might be necessary to employ somebody as back-up to the Constable along the lines of a retired policeman and accommodation and salary provided.

2014 POLICING REVIEW ANALYSIS  
Comments written on questionnaire

Appendix 6

Questionnaire	Subject	Comments
064	Policing	(Option 3) Why should Guernsey provide anything for Sark? What would this cost Sark?
	Policing presence	Excessive – except in high season e.g. Sheep racing weekend and Fri/Sat nights.
	Improvements	Longer term of office for greater continuity. Better facilities and resources for Constables. Stronger links with Guernsey but concerned about the cost to Sark of a full-time Guernsey Officer.
065	Priorities	Other – A&B also need counselling services not policing only.
067	Policing	(Option 3) Retain the existing arrangement whereby assistance is sought from Guernsey in need.
	Policing	(Option 4) Depends on the nature of the crime involved.
	Safety	Subject to annual review based on actual circumstances prevailing at the time
	Improvements	The various “public houses”/hotels/restaurants/cafes on the Island have a responsibility to ensure that “drinking” in their establishments does not get out of hand.
071	Improvements	Better immigration controls to keep out the undesirable foreign nationals. Controls on people who want to come and live on Sark.
091	Priorities	Other - your own policing records should indicate the priorities – no specific view.
	Policing presence	Other – only viable/practical if Sark were to have a permanently based policeman.
	Improvements	I do believe that apart from minor misdemeanours, a qualified policeman should investigate more serious crimes where prosecution is likely. Procedures etc. are probably too technical for laymen now.
129	Improvements	A paid permanent police officer is essential. Constable system presently in place could be used to assist a permanent trained policeman.
143	Form Blank	I have lived on Sark for well over 41 years. Having read and reread your questionnaire I do not feel I have sufficient knowledge to guide you. As a member of the general public I do not feel we have a problem to justify employing a policeman, crime to me is not on the increase. I do know paperwork has increased as has intolerance from the general public – mobile telephones make it too easy to complain, as do emails (Ask that all complaints be delivered by hand or through the Post Office – I’m almost sure that would curb most people). Obviously a lot goes on behind the scenes which we do not know or understand. I therefore feel that only those who have such information can decide.
150	Priorities	Other – false allegations
	Improvements	A trained local person
160	Improvements	Treat a crime as a crime; i.e. bike theft is taking without the owner’s consent and should be dealt with as that; using a cycle without consent is also handling stolen goods.
165	Improvements	Stop prosecuting/dealing with drunks and prosecute the Landlord where they were served into that condition.
167	Improvements	A trained Police Officer in uniform.
183	Priorities	Other – Taking and supplying drugs.
	Improvements	Sark should looking at possibly retaining a retired trained police-officer here on a permanent basis, backed up by a voluntary assistant Constable & our Specials. Cheaper option than paying for a Guernsey Police Officer to be resident here.

2014 POLICING REVIEW ANALYSIS  
Comments written on questionnaire

Appendix 6

Questionnaire	Subject	Comments
185	Improvements	Raise the "honorarium" for Constable & Vingtenier. Encourage community support for Constables. Guernsey Police to come in after initial Sark investigations rather than a permanent presence.
190	Policing	Sorry, I don't know enough to fill in this part.
	Priorities	Other – safety and welfare of children.
	Improvements	I would need feedback/opinions from all Constables/Vingteniers from the last ten years before answering this. They know far better than the rest of us what is needed.
196	Policing presence	Other – helpful during the season, on Saturdays and Bank Holidays.
	Improvements	We could keep the Constable & Vingtenier system backed up by a visiting professional policeman at busy times or have a house for service and keep a rotating uniformed officer service from Guernsey – expensive!
197	Improvements	Maximum support for the current system
198	Improvements	Constable do a great job despite much provocation from certain quarters. Wish Sark was less PC and bring back the Jo Birch for slander and provocation. Need more bike sheds.
200	Policing	(Option 4) – trained but formal qualifications are unnecessary & wasteful.
201	Safety	About the same – as long as the Barclays are here.
	Priorities	Road Safety – drink driving and mobile 'phone use.
	Policing presence	Excessive – only for Special Events such as Sheep Racing & Folk Festival i.e. for large crowds – to be arranged by the organisers.
	Improvements	Sark already has the "thought Police", night-time patrols and bodyguards. We don't need more!
209	Improvements	When first in Sark (1970s) the Guernsey Police would send an officer over in the high season – weekly/two weekly shifts. They were then able to assist our Constable. I guess it was expensive but - ???
218	Improvements	Don't know enough about how it worked in the past to comment but I know it's not sustainable in its current form and is unfair on the valiant volunteers who currently perform the role.
221	Improvements	As a charity the checks by Guernsey are satisfactory.
225	Improvements	Spot-checking pubs and bars for serving drinks to customers who have already had too many! Educating school children about responsible social behaviour.
227	Improvements	None – I understand that the number of "incidents" has been massively inflated (2011-2013) by recording every telephone call for permission to use tractors out of hours etc. which makes the figures look much worse than they should.
228	Priorities	Other – the top three should be the three most troublesome issues arising on a regular basis.
	Improvements	Perhaps an officer on a day visit once a month for say a year in a "liaison" capacity to review and tackle any major issue during the month (especially seasonal). This would give extra support and any relevant advice to the Constables who will possibly feel less pressure from the work involved. If the Constables are satisfied/or the workload is too great, then the "liaison" could be either decreased or increased accordingly in the future.

2014 POLICING REVIEW ANALYSIS  
Comments written on questionnaire

Appendix 6

Questionnaire	Subject	Comments
230	Improvements	A trained officer should be employed to stay on Sark permanently; our current policing system is just not good enough and needs to be changed.
240	Improvements	The current volunteer system has great merit and if this cannot be sustained a major cost will be incurred. Any support from Guernsey should be investigated, including paid assistance but short of full-time paid provision.
242	Improvements	If we had a trained Guernsey Police Officers where would he/she live and who would pay his/her wages? Should we just leave things as they have been for years? Isn't that why visitors want to come then stay here?
244	Priorities	Other- Drugs
	Improvements	The Constable of the day to uphold the Law for example using tractors as taxis and driving whilst under the influence.
255	Improvements	Maybe keep the Constable and Vingtenier on for a longer period of time.
257	Improvements	It would be interesting to know the number of incidents attended in 2013.
262	Policing	(Option 2) – Agree but with support and proper financial assistance to compensate for lack of earnings.
	Priorities	Other – anything alcohol related – drunk behaviour.
	Policing Presence	Other – need presence when drunk behaviour more likely e.g. sheep racing, Saturday evenings or to support with serious incidents.
	Improvements	Public awareness raising of issues – alcohol abuse, domestic abuse – public education so community can collectively improve – too greater tolerance/ignorance at present of alcohol related crime/domestic abuse.
263	Priorities	Other – clamp down on drug providers and users
	Improvements	Provided people are willing to take on the policing of the Island it should stay as it is with assistance from the “Specials” as and when.
264	Policing	(Option 3) I think that eventually this will have to be the way forward working with the Constable and Vingtenier perhaps. Will it be possible to recruit Constable/Vingtenier in the future on a voluntary basis??
	Improvements	When there was a spate of thefts a few years ago there was no follow up or liaison with potential victims in order to prevent further incidents. The present arrangement depends on the quality of the Constable and so is a hit and miss affair and potentially dangerous.
269	Improvements	Assistants to the Constable and Vingtenier who could be trained and gain experience at the same time give some relief to the C&V during the year.
272	Improvements	Mistrust Guernsey Police, ensure consistency in recording incidents, Remunerate Constables appropriately. Reduce their bureaucratic duties.
274	Improvements	More training. Stop the wasting of Police time by Kevin Delaney and the upset he has caused.
276	Improvements	Sark needs a community police presence. It cannot afford a Guernsey policeman full-time.
277	Priorities	Other – tractor misuse.
	Improvements	I think we need a trained policeman/woman supported by a resident Vingtenier – the best of both worlds. Cost will be an issue but one we will have to swallow as I believe we are now asking far too much of our volunteers.
281	Priorities	Other – tractor numbers.

2014 POLICING REVIEW ANALYSIS  
Comments written on questionnaire

Appendix 6

Questionnaire	Subject	Comments
284	Improvements	To make sure that the Constable and Vingtenier know the Laws.
297	Improvements	I agree with uniformed officers being on Sark as at weekends, at sheep racing and at folk festival there are a lot of people on the Island. Otherwise the present system works just fine (ex-Constable). A separate letter has been submitted – see end of analysis below.
301	Priorities	Options A&B are as a result of alcohol.
	Improvements	We all know that most of the problems are alcohol related by a minority of the population. Stop pandering to the problem & try to solve it. People would kill (pardon the pun) to live here if this was the only “crimes” they had to live with. Too much interference from Guernsey.
303	Improvements	We need work permits & mandatory Police checks. Stop these people being employed. Figures speak for themselves since SEM started importing workers on a large scale crime has trebled. This is just to undermine the system that has existed perfectly well.
306	Policing	(Option 3) possibly but cost would be a major factor in reaching a decision.
	Priorities	Other – drugs.
	Improvements	Ideally the constable should serve for longer. Could someone from the Island be appointed, trained and paid for a post which would be held for longer?
326	Improvements	A summary/breakdown of the statistics would be more useful as the current summary does not state whether thefts/assaults/assistance etc.
330	Priorities	Other – half the people do not pay their cycle tax.
	Improvements	None – other than confiscate bicycles on the road “only” with no tax as it is unfair to the honest people that pay up!
333	Improvements	Establish a better liaison between Guernsey Police and the committee as well as Constable/Vingtenier – fix rules as to who does what and the limits of each’s powers. I’ve been Constable and know what it’s like!
337	Priorities	Other – unnecessary petty complaints.
341	Policing presence	As resident I am indifferent to a monthly visit but Constables might find it helped them. Lack of uniformed Police is refreshing to visitors.
	Improvements	Keep elected Constable & Vingtenier. Widen consultation for appointment. Consider extending term to 3 years. Increase salary. Provide more than nominal training. Officers to wear simple badge of office – e.g. armband & be given profile. Lack of trust in Police is <u>major</u> problem in UK. Sark has a great advantage in its system & should develop it.
344	Improvements	It might help if Constable duties were made clearer on appointment, a charter may be sensible. I note the greater incidents are Road Traffic and rather distorts the numbers. More complicated Laws make more paperwork etc.
349	Improvements	Retain the current system with a retired officer in charge to help with PACE & paperwork.
351	Improvements	The summer times with such events as sheep racing especially require someone – a policeman from Guernsey – to be “around the Island” – to help our <u>good</u> Constable & Vingtenier.
352	Improvements	Encourage more people to be Voluntary Special Constables.

Questionnaire	Subject	<p style="text-align: center;">2014 POLICING REVIEW ANALYSIS Comments written on questionnaire</p> <p style="text-align: right; color: red; font-weight: bold;">Appendix 6</p>
354	Policing Improvements	(Option 4 training & qualification)) Agree but only as it would apply to Sark – not OTT ! Greta concern re. increasing volume of work and increasing difficulty in finding someone prepared to do job but don't know answer! Two Constables + Vingtenier, Assistants & Specials)???
357	Priorities Improvement	Other – drunken behaviour. Permanent, full-time Police.
359	Priorities Improvements	Neighbourhood is very quiet & peaceful (GY10 1SD). Only time I called the Constable was mischievous children, cured when one of my staff caught them, told them off; Constable found missing article nearby. Crops are failing worldwide. When the cost of fuel to transport necessities goes up to Sark it will be a rise in the cost of living. There will also be a scarcity of food, light and heating. This will increase tensions when some people feel they are not getting a fair share of what is available. Also in the present serious economic situation unskilled, low-skilled and lazy people cannot find work and do not realise why. Serious theft could be lessened if the inhabitants of Sark took precautions, like putting ladders away when they finish work and tools that could be used for breaking & entering. The advantage of the Constable & Vingtenier system is that we have people in the community who have experience in policing. In any situation they will be aware if there is a chance of trouble. I suggest that the advice of the last five Constables be taken about uniformed trained policemen.
360	Improvements	Tractor permissions skew the end result. Stricter control on tractor use but road traffic always have a problem there with vested interests. Most serious incidents probably alcohol related – a social problem. Get people out of pubs and volunteer for Sark (they would save money and get fit at the same time and Sark would benefit. Perhaps a retired policeman from UK (not Guernsey) could live here and help out?
361	Improvements	Would like to see Constable/Vingtenier jobs retained in some form but with trained police presence possibly in place.
363	Priorities	Other – stopping the harassment by Kevin Delaney.
364	Priorities	Other – abusive newsletters and complaints which waste time.
366	Improvements	Contact numbers (mobile telephone) should be displayed on the notice-boards around the Island.
375	Improvements	I think the current system has worked well but the time has come for change – some more back-up from Guernsey of a permanent police Officer here – I am concern about the cost of this though.
378	Improvements	I would like the Constable and Vingtenier retained with support, advice and guidance from the Guernsey force. We live in changing times and the traditional policing of Sark needs some fine-tuning but not re-inventing.
386	Improvements	With the current system of policing Laws are not actively enforced, in particular road traffic infringements. The Constable does not have the time to be an “active” presence because they still have to make a living. Perhaps a more visible presence would deter petty law-breaking.

Questionnaire	Subject	Comments
2014 POLICING REVIEW ANALYSIS Comments written on questionnaire		
397	Improvements	P.P.A.C.E makes policing harder – perhaps we should employ our own PC – with the current system – permanently. Could be housed at the Island Hall. A quiet country “beat” might suit a recently retired UK PC.
399	Improvements	The presence of a uniformed police constable during the tourist season might be useful.
400	Policing presence	Excessive – not a policeman with the para-military clobber that we see everywhere. A softer more appropriate appearance is needed.
	Improvements	Does it need to be a Guernsey policeman – can Sark employ a retired policeman from the UK (48 years of age) to be supported by two volunteer Vingteniers who work for 2 years with annually staggered retirement.
401	Priorities	Other – harassment of Sark people in Sark Newsletter is wasting police time.
	Improvements	Improvement in attitudes from people outside Sark in supporting Sark in policing itself. Maybe a better way of recruiting people.
402	Priorities	Other – wasting police time.
403	Priorities	Other - drugs
	Policing presence	Should be part of uniformed officer job.
	Improvements	Sark should be looking into employing a professional policeman advertised nationally as senior officer assisted by current Sark policing system. Would need to be a fixed term employment.
404	Improvements	Financial recompense.
406	Form blank	Having conducted a survey of the Members it was the overwhelming view that the charity should not take part in the survey
407	Improvements	If required, perhaps a retired police officer to be in charge assisted by the Constable, Vingtenier and Special Constables.
409	Improvements	The idea would be to keep the system of Honorary Constable etc. backed up by experienced policeman nearing his retirement who would assist the Hon. Constables with procedures etc.
411	Priorities	Other - drugs
	Improvements	Trained officer who is un-conflicted in his or her duties.
413	Improvements	The system works well at the moment. Guernsey Police can always get to Sark quite quickly if emergency.
414	Improvements	A breakdown of the 2012 figures would have been helpful as Mr. Guille stated in his radio interview that “the highest number of incidents was put down to the increase in licences being given out allowing tractor to be used at unsociable hours”. Surely there only require a telephone call and didn’t need investigating, mediation or assistance. Rather misleading don’t you think.
482	Improvements	We could employ a policeman in the same manner we do doctors, teachers, someone who has experience in dealing with police matters possibly retired young. No to a member of the Guernsey force working under Guernsey, the costs would be horrific.
483	Policing presence	Other – professional police presence as needed. Better use of regular video conferencing for reviews, advice etc.
	Improvements	Paid professional police office with responsibility for Sark, not necessarily on Island all the time. Constable & Vingtenier plus others retained in the same way as “specials” but <u>not</u> with ultimate responsibility or decision making.

Questionnaire	Subject	Comments
2014 POLICING REVIEW ANALYSIS Comments written on questionnaire		
485	Policing	(Option 3) – a trained policeman (not necessarily from Guernsey) would be supportive giving professional advice and training to the two Constables. It would provide continuity and knowledge and reduce the amount of time the Constables have to spend in dealing with cases and incidents.
	Improvements	Because there are no social services on Sark, the Constable apart from enforcing the Law has to be the first port of call for anyone in difficulty or needing advice. Better explanation of the figures contained in the covering letter would have been useful. They are already in the public domain from the Constable report to every Michaelmas Chief Pleas.

### Letter accompanying questionnaire 12

We are responding to your request for views on the future policing of Sark with a letter as we wanted views other than those contained in your questionnaire to be considered.

In our view the policing on Sark needs to be redefined and the Constables need to have a role confined to Law enforcement. We have seen them becoming a form of social worker which is a role that should fall to another, albeit that the role may not yet exist formally on Sark.

In our view the quasi voluntary system has worked well. The time required is now so great that a review needs to be taken of both the remuneration for the post and also the time required due to the increasing need for the “paperwork” completion.

We favour the continuation of the system which relies on Sark residents as Constables with a more realistic rate of pay as well as a more permanent nature to the post. At the moment the experience of the constable is gained over two years, with appropriate training where necessary, and all that is lost at the end of the term. More permanence in the appointment made possible by a more realistic reward will give better value for the individual and the community. So much of Sark policing follows a common sense approach based on local knowledge.

We accept that a greater reliance will have to be placed on the Guernsey Police force and we are grateful for the way that is willingly offered. We do not believe that a transfer of the entirety of the policing responsibility at this stage is necessary or desirable. We would be happy for the Sark Constable in a more permanent position to work more closely with the Guernsey Police. There may well be cases where the Guernsey Police are totally responsible for the matter. We are content with that.

We believe that the present system places an undue burden and responsibility on the individual Constables which gives rise to a reluctance to take on the position. A properly paid part-time volunteer would be the best solution. The Constable should probably have to work as an arm of the Guernsey Police to ensure that proper procedures are followed at all times.

*Name and address supplied.*

Letter accompanying questionnaire **297**

After receiving your questionnaire I feel that the figures regarding “incidents” on Sark are misleading. It clearly states on my report to Chief Pleas that 59 of the so called incidents were permissions for tractor use.

I do not regard these as incidents and feel that was misleading to infer that they were police matters. Mostly they were permission to take a tractor down the Harbour Hill or similar.

I have now seen Brian Garrard’s breakdown of the figures online and feel that this would have been a much better way to give the public this information. The reports submitted to Chief Pleas were not all included in the online Chief Pleas agendas at the time you sent the questionnaire out, therefore people did not have access to this information.

As a fairly recent Vingtenier and Constable, I feel the system we have works very well. The Guernsey Police are only ever a short ‘phone call away to offer advice and are always available and very helpful. They will come to Sark immediately if an occasion arises that requires professional assistance as we have seen many times over the years.

The system we have would not work without the generosity of the Guernsey Police and we need to acknowledge that while maintaining our Island independence.

We also need to acknowledge and appreciate the time and effort given by Sark residents in agreeing to take the roles of Vingtenier and Constable.

There is no mention of costs in you questionnaire; to go down the route of uniformed police would obviously cost Sark a lot of money and our taxes would in turn no doubt increase.

*Name and address supplied*

Colour coding/number issued									Total	
<b>375</b>	Original door to door delivery	<b>18</b>	Sent to businesses	<b>18</b>	Sent to Charities & NPOs	<b>6</b>	Collected from The Gallery Stores	<b>7</b>	Collected from the Committee Office	<b>424</b>
Number returned										
<b>114</b>		<b>5</b>		<b>12</b>		<b>3</b>		<b>3</b>		<b>137</b>
30.40%		27.77%		66.66%		50.00%		42.85%		32.31%