

# **General Data Dissemination Project (GDDS II)**

**The World Bank**

REPORT

## **Technical Assistance to the National Statistics Bureau, The Seychelles**

First mission

Justice and Security Module

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## GDDS MODULE ON JUSTICE AND SECURITY (J&S):

### REPORT ON EXPERT VISIT TO SEYCHELLES

The GDDS (J&S) Expert first visit to Seychelles took place over two weeks, 6<sup>th</sup> – 20<sup>th</sup> January 2008. This document is the report from Jon Simmons, the GDDS expert who carried out this visit.

The table below summarises the main conclusions from this report:

Topic Areas	Issues discussed	Outcomes
NSB	Statistics Law Coordinating machinery  Statistics Publication  Crime surveys	NSB is now on a solid legal footing. GDDS (J&S) coordinating group should continue as a regular (e.g. quarterly) forum for discussing J&S data and building understanding of shared data and information issues. There is now a good basis for an annual report on crime and justice in Seychelles. Intention to run a household survey on crime in 2008 (would be problematic if any later) but resourcing needs to be resolved. A new regular survey of visitors' safety appears to be a good possibility from 2008.
Police	Data collection  Data use  Data quality IT developments	Small numbers mean process is adequate. IT in due course will allow more detail to be obtained. Recent improvements in use of data for internal purposes, and willingness to do more. Quality of recording good. Some standardisation of forms and brief guidance to assist training recommended. More PCs needed at Stations. ICT Dept intends to look to best-of-breed off-the-shelf systems, but not in 2008.
Judiciary	Data collection Data use Data quality  IT developments  Use of IT	Data collected on paper only. Use for court workload only at present. Accuracy not an issue, but manual systems mean large areas of information cannot be reported. New case management system developed and now needs to be implemented. This should permit a step change in court information. (Note Family Tribunal has new case-working system but staff take up has been poor so far) IT expertise is in short supply, so staff still require training.
Probation	Data collection Data use Data quality IT developments  Use of IT	Data collected manually. Used for limited workload statistics. No investigations possible. Very sparse IT provision, and only in HQ. No immediate plans to rectify this. Need for computer hardware for caseworkers and a case management system to significantly enhance management information and statistics.
Prisons	Data collection  Data use IT developments Use of IT	Data collected on computer. Single prison site makes this straightforward at present. Good awareness of data and use of information. Future benefits will come from links to other justice systems. Current use basic but effective. Some improvements possible.
Other agencies	Other agencies visited.   Others that remain to be visited	AG's office intends to make significant improvements in use of IT in 2008. Currently very limited. The Seychelles Institute of Management will provide a potential partner for NSB in working on analytical issues. In the allotted time it was not possible to hold discussions with the Ministry of the Interior.

## **1. PREPARATORY WORK FOR THE EXPERT VISIT**

Preparation for this visit included the following:

The GDDS2 Work Plan agreed with Seychelles National Statistics Bureau (NSB) following the March 2007 Workshop in Dar Es Salaam.

Agenda for the visit agreed beforehand and NSB set up a series of meetings, including to agencies that had not been represented at Dar Es Salaam. I am very grateful for the co-operation and active participation of the Seychelles NSB, the support of the NSB's Chief Executive Jude Padayachy, the NSB driver Philip for ensuring I arrived safely at my scheduled visits, and in particular Helena De Letourdis who assisted with the arrangements, accompanied me to meetings and provided comments on this report.

Good facilities were available, including a desk and the transport provided by NSB. Accommodation and travel was arranged by American Express on behalf of the World Bank.

## **2. SUMMARY**

Seychelles is a very small country (its population of just over 80,000 equates to the size of the islands of Jersey or Grenada), and therefore setting out on a large programme of work relating to justice statistics might seem disproportionate and beyond its capacity. There is no evidence of widespread criminality or serious safety and security problems.

The Seychelles statistical system is relatively mature and well-established in some areas, including some areas of Justice and Security. For example an annual summary table for the police statistics on crime has been published routinely in the Annual Statistical Abstract since 1977, and there is evidence of some police statistics being available before then (e.g. 1971, 1961).

On my visit I saw evidence of a number of skilled and knowledgeable people in the Justice sector, and a range of developments that suggest that the prospect for Justice statistics in Seychelles is good. As a small country, it is in many ways easier to make progress than would be the case in much larger, and even mature, developed nations. Although some sectors are resource-poor, there is a positive strategy for the introduction of IT maintained centrally for all government departments, aiming to link information across the government sector. If successful, this strategy has the potential to make Seychelles a world leader in the organisation and sharing of state-held information. Furthermore, the existence of a National Population Register (possible really only because of Seychelles' small size) provides further opportunities for managing and linking government-held information that do not exist elsewhere in Africa, and have proved hard to achieve in many developed countries. Furthermore, given the enthusiasm and commitment of the National Statistics Bureau, and the special status of Seychelles as an island with a high reliance on tourism (visitor spend contributing around a quarter of GDP) and only one main international entry point, there is a real opportunity for Seychelles to become a world leader in measuring and understanding concern about safety and security amongst visitors (although I saw no indication of any problems or significant risks in this respect during my stay).

There have been positive legislative developments for statistics in Seychelles, such as the establishment of the National Statistics Bureau as an independent agency of the Government

enshrined in legislation (2006), reflecting the government's positive attitude at the highest level towards producing robust transparent statistical information. In addition, there exists a strong commitment at senior levels in the most important organisations in the crime and justice arena towards providing better statistics, both for their own internal needs and for public reporting, and there are good examples of collaboration between the various agencies, at least in discussions and at committees. Of course, the degree of progress varies between agencies, with the police statistics being well established but court statistics having historically been poor. However, there are clear indications that improvements are now underway in the court sector.

It is possible from the information currently available to produce an analysis of trends in recorded crime in Seychelles, and also a comprehensive overview of the prison population. Together these would enable the government and the public, as well as international bodies, to feel reasonably informed about the state of crime in the country. My own brief analysis of this readily available information is provided at Annex C in this report. However, the information has not previously been brought together and published, apart from the standard annual table on police recorded crime. With the introduction of a computer system for the courts in early 2008, there would appear to be a very good possibility of establishing a comprehensive statistical report on crime and justice matters for the first time in 2008 and thereafter (e.g. sometime during 2009). The introduction of the first victim survey in Seychelles would provide a significant opportunity to enhance this report for future years.

The most pressing needs for Seychelles in terms of Crime and Justice statistics would still seem to be:

- a. Enhanced data capture in the police, and documentation of classifications.
- b. Establishment of a statistical methodology for capturing and reporting court processes and outcomes, and consolidating the available information on probation and the prison.
- c. Continuing improvements in IT systems for all agencies, and co-ordination of these systems (for statistical and for other purposes).
- d. Introduction of some measure of victimisation (and public confidence in justice and policing).
- e. Trialling of some questions about crime and safety in a survey of visitors to Seychelles.
- f. More regular planned dissemination of safety and security statistics, both annually by the NSB and internally within the crime and justice system to inform decision-making e.g. in an annual report on Crime and Justice.

### 3. PRIORITIES

The expert visit followed the priorities set out in the TOR, aiming to talk to all relevant agencies:

	<b>Seychelles</b>	<b>Remarks</b>
<b>Priority 1</b>	Stocktaking issues, to see what is available and recommend changes to basic sources. This should involve the National Statistics Bureau and the coordinating group (50% of time)	<ul style="list-style-type: none"> <li>To discuss with the NSB and others the existing interdepartmental machinery of JSS and the need for a statistics law, together with the possibility of memoranda of understanding between the NSB and JSS agencies.</li> <li>To agree the next steps in the work plan, including how the various departments could work together closely</li> <li>To discuss how more material could be disseminated</li> <li>To discuss whether more use could be made of statistics to inform developments in policy and public debate.</li> <li>To prioritize the country's data quality needs (see Annex B) to prepare the agenda for the April 2008 workshop</li> </ul>
<b>Priority 2</b>	Scoping and Improving Police Statistics data collection/publication systems (15%)	<ul style="list-style-type: none"> <li>JSS (NSB, Police, Prosecution, Judiciary, probation and prisons) to see the potential for development of the data collection instruments already analysed in the reports produced by the country team.</li> <li>To integrate the material from these priorities into the general discussions under priority 1, judge whether structural arrangements are satisfactory and advise for any changes necessary.</li> <li>To assess how much use is made of statistics within each of the areas and advise whether this could be increased.</li> <li>To assess how statistics are disseminated in these areas and advise how this could be increased</li> </ul>
<b>Priority 3</b>	Scoping and Improving Courts Statistics data collection/publication systems (15%)	
<b>Priority 4</b>	Scoping and Improving Prison Statistics data collection/publication systems (15%)	
<b>Priority 5</b>	Scoping and Improving Probation Statistics data collection/publication systems (5%)	

All of these priorities have been addressed during this visit. The expert was able to confirm much of the analysis provided to the Dar Es Salaam Workshop, but additionally completed gaps in that analysis and identified new areas for consideration.

My summary about how priorities are being addressed is given below:

*Priorities that have started to be addressed*

- a. The position of NSB has been strengthened with the National Statistics Bureau Act 2005 (implemented from January 2006)
- b. NSB has good relationships with the agencies in the Crime and Justice area, and is able to initiate new data requirements and co-ordinate requests for collations of data (for example, for this project and for the UN survey). NSB has established a co-ordinating committee for this project involving a range of agencies.
- c. There exists a strategy and some resource for developing IT provision for justice agencies within a government-wide e-govt and computerisation programme. This appears close to delivering an IT system for the courts which will, for the first time, enable the courts to provide detailed management information and statistical reporting on their activity.
- d. The Police statistics are well organised and the relatively small number of cases means that checks on the quality of information appear to be good. Data is routinely prepared and published, and has enabled me to provide a summary of the broad picture of recorded crime in Seychelles (see Annex C).
- e. The NSB is discussing with the police the benefits of a standard crime reporting form, and documenting classification rules, which will place the police statistics on a sound footing.
- f. The Court Service has been without any real management information and statistics, but the introduction of a new case-working system in early 2008, as noted above, looks set to change this and will provide an opportunity to produce statistics on court processes and outcomes.
- g. The AG's office is also actively considering its own management information and have made proposals to introduce a computerised register in 2008.
- h. Prison statistics from the country's sole prison are good, and with some minor adjustment could supply standard statistical information reasonably easily.
- i. Social Affairs work on probation is based almost wholly on manual case files but there are basic caseload statistics that would be available.
- j. The NSB had not been able to introduce victimisation questions in the household survey but is now planning to develop a victim survey of its own for trialling in 2008.
- k. In addition, a survey of visitors on crime and feelings of safety will be possible as part of the next quarterly visitors survey in March 2008. It would be feasible to repeat this on a twice yearly basis, if it proves useful.

*Priorities that need to be addressed in the future*

- a. An IT infrastructure exists in the Seychelles which would allow for greater completion and co-ordination of statistics through the use of technology in the future. The absence of such a system in the courts may hold some advantage in that it could allow the adoption of an approach better integrated with other agencies (such as the police), and the plans for introducing a new case management system in the courts in 2008 may set the groundwork for this, although the benefits will only accrue through the introduction of additional new systems, such as that in the police and AG's office. Computerisation for the Probation service, on the other hand, appears to be some way off at present.
- b. The Police crime data system is good in that it allows the Police central office to collect details on individual cases, correct errors and to refine that information as further details come to light. The internal use of data for pro-active management of crime problems also means that there is an inherent check in the quality of the data being recorded. The small number of cases in Seychelles (between 0 and 3 per day for each police district) mean that the phoning in of details may still be an efficient method for collecting data, and would be much

more difficult in a larger country. However, there would be benefits in introducing a standard form for recording crime data and for documenting the classification system used for crime types. These would be precursors for introducing an electronic system for collecting more detailed data closer to the point of initial recording (in police stations and other units).

- c. Committees exist that reinforce the partnership working between different parts of the criminal justice system and also other agencies, and although not focused on statistics per se there is no obvious reason why these meetings could not include statistical and evidential matters in their agendas. Routinely available management information on all areas of the justice system would support the work of these committees and help focus their attention further on maintaining and improving the statistical infrastructure.
- d. There appears to be no strong requirement for a Memorandum of Understanding between the NSB and the justice agencies, given the strong support from the government at senior levels for the NSB's work at present. However, NSB may find it useful to establish some basis for this positive agreement in writing so that all are clear on the rationale for the project and their own commitment and obligations.
- e. The strengths of the police system are not reflected in the Courts (and other agencies) and there is a need to ensure that the plans to introduce an IT system for case management in the courts are fully implemented and that the system is adopted in all courts. There are also opportunities to share this system with other prosecuting authorities (e.g. Tax Office). ICT department will want to learn the lessons from the courts and other agencies (e.g. family court) when developing systems for other areas.
- f. A statistical framework for reporting court information once it has become established is an urgent priority (including agreeing arrangements for entering a subset of pre-existing court records).
- g. It will also be essential to ensure there are strong links between the information from the courts and from other agencies, including by adoption of a shared classification system for offences.
- h. The delays in processing cases are probably the most challenging aspect here and the reason why currently court information might be poor and less appropriate to report routinely. Court delay is an important issue for the police, prosecutors and for the tax office, and so its measurement (and in ways that allow further explanation) is a priority.
- i. Although the prison department is concerned that reductions in delay might lead to increases in numbers of prisoners coming to them, and therefore pressure on their resources, there have been some concerns raised regarding the length of time some prisoners have been held on remand, and so this is a statistic that should be of concern here too.
- j. Prison statistics are available now, and the system used only needs some minor amendment to ensure it is efficient for routine statistical reporting.
- k. There are no current plans to computerise probation work, and this will significantly limit not only the national statistical information for NSB but also the management information available to social services until this is resolved.
- l. The current reporting of crime and justice statistics for Seychelles in the Annual Statistical Abstract could be enhanced quite easily from existing sources (see Annex C) and I would propose that a regular statistical report on Crime and Justice begins in 2009 (summarising the position in 2008). This seems an entirely achievable objective, subject to resources being available in the NSB.
- m. The above report would be significantly enhanced by the inclusion of victimisation data, both for the resident population and for tourists. The NSB has already expressed clear intent to develop the first, and believe it can achieve the second relatively easily. It is possible that the results from such surveys will evidence low security risks in both cases, in which case it will be beneficial in providing reassurance to the government and foreign visitors. However, it is equally likely that such surveys will provide some surprises for justice agencies, and identify

at least a small number of areas that challenge their preconceptions and might benefit from further investigation.

- n. Resourcing of the household victimisation survey needs careful attention as this is a significant undertaking, particularly for a small country. It seems that it may be practical to run a survey in 2008, but given survey and census commitments a follow up survey might not be feasible until 2012 (which would be in line with current ICVS and early BCS practice). A gap of more than four years between surveys however would seem undesirable.

My recommendations are set out in the following section, under headings for each agency, and a more detailed reporting on my discussions with those agencies is included in Annex B to this report.

The Agenda for my visit, including a list of the agencies visited and the individuals I spoke to, is included at Annex A.

#### **4. FINDINGS AND RECOMMENDATIONS FOR EACH AGENCY**

In the two weeks allotted for the expert visit I have been able to meet with the key agencies involved in the arena of Justice and Security, including agencies not visited before and some agencies who are marginal in terms of the key statistical priorities in this area but important in the wider context. I have held full and open discussions about their statistics on justice and security, their compilation methods, coverage and use. The full agenda, including persons attending each meeting, is at Annex A.

My recommendations for each agency are summarised below, with more detailed reports on my discussions in Annex B of this report.

##### **4.1 Statistics Bureau**

- a. NSB should ensure that the work plan for the social statistics portfolio includes sufficient resource to enable all of the actions identified by the GDDS Justice and Security project, and requiring NSB contribution or oversight, to be taken forward. The plan should identify clear milestones for each major deliverable, in order that NSB can clearly evidence progress as it moves forward.
- b. This should include resourcing for the (for NSB) significant new statistical product of a victimisation survey.
- c. NSB should update the page on their website on the General Data Dissemination System (GDDS) programme to report in brief on this visit and the plans for enhancing crime and justice statistics in Seychelles.

##### **4.2 Police**

- a. The Police Statistics system is well-established for recorded crime and there are checks in the quality of data built into the system, and enhanced by the use made of the data for operational purposes. However, there would be benefit in standardising and documenting this better, through providing a brief guide to classifying crimes.

- b. A structured data collection form should also be introduced (as proposed by NSB) in order to ensure data is recorded and reported in full, and that some additional data on crimes might also be captured.
- c. The above form would also be beneficial in providing the model for a data entry scheme when resources become available for further computerisation in the Police force. The Police should continue to press the DG-ICT for resources for its computerisation project, in order that it remains within the ambitions of the Government's IT programme and is linked with the system being introduced into the Courts.
- d. Although the district reporting process is clear and well established, the way in which specialist units record and report on crimes that they deal with directly should be assessed and confirmation provided that the crime count is complete.
- e. Standard crime groupings for presenting recorded crimes need to be adopted, and these should be shared between the Police, Courts, Prison and all agencies in order that the statistical summaries relating to crime and justice are consistent between organisations.
- f. The situation regarding finalisation of police recorded crime would benefit from greater clarity. The reasons for changes to annual figures should be made clear, and recorded as a footnote to the annual statistical table.
- g. Once the new victim survey has been reported, the police should review the results of that survey to assess whether there are lessons that can be learned, in particular regarding areas of crime that appear less well reported to the police. In addition, the survey may potentially offer supportive evidence relating to the public confidence in policing.
- h. Similarly, a survey of victimisation and feelings of safety amongst tourists will help inform police priorities in relation to this important industry. Like the victimisation survey, this will be for the NSB to develop, but it will be an important provider of additional knowledge for the police in particular (although other agencies as well).
- i. As data becomes available in other areas, it should be used routinely within regular management and cross-departmental meetings.
- j. A follow up expert visit should look at what progress has been made in these areas, and additionally assess what wider information might be available in order to regularly report on the organisation of the police (along with other parts of the Justice system), for example the structure, staffing and resources of these different parts of the system.

### **4.3 Courts**

- a. NSB should as a matter of priority develop a set of statistical reports for national Justice statistics, working with the Justice Department.
- b. NSB should also provide advice to the Justice Department on the development of any management information reports for the courts, and check that these are consistent with the statistical classifications used (unless management needs require alternatives) and best practice in statistical presentation.
- c. Justice Department and the courts should ensure their classifications are consistent with those being used by the Police, including the use of the same standard offence groupings proposed for statistical reporting extended to include those offences dealt with by the courts or other bodies but which are not required to be reported routinely as police recorded crimes (traffic offences, for example).
- d. NSB should liaise with DG-ICT and Justice Department to ensure that the statistical requirements are implemented in order to report on court prosecutions by type, and by outcome, for 2008, including data entry for existing/outstanding cases for the early part of 2008.

- e. NSB should aim to produce its first statistical report on crime and justice in the Seychelles during 2009. Notwithstanding this recommendation, NSB may also wish to publish a summary of the information currently available in this area.
- f. Statistical reports should also be developed in a similar fashion for the non-Criminal (Family) courts, and NSB should aim to make available statistics on this area of activity as well, possibly within its report on Justice statistics so that this data is all available from a single source.
- g. NSB and Justice should ensure that information from all areas of court business, including Family Tribunals are captured in the new Courts IT system and capable of being reported separately for statistical purposes.
- h. NSB and the Court should work together to identify what can be produced from the current Chief Justice annual statistics and include this in any statistical summary of crime and justice.
- i. The court should consider further how it can use the new information it will shortly hold to identify the reasons for delay, to consider how best to report this information and thereby work with other partner agencies to address the operational problems.
- j. A follow up expert visit should look at progress made in these areas, and additionally assess what wider information might be available in order to regularly report on the organisation of the courts (alongside other parts of the Justice system), for example the structure, staffing and resources.

#### **4.4 Prosecution**

- a. The requirements for statistical reporting – both for the Attorney General’s internal management needs and for public accountability – should be designed so as to be available from their new electronic registry.
- b. The AG’s Office should discuss their future computing requirements with the DG-ICT in order that they might benefit from their expertise and resources, and also ensure that their systems are consistent with and capable of linking into other IT systems in the Justice arena.
- c. The AG’s office should ensure its classification systems are consistent with those in use in other parts of the Justice arena.
- d. The impact of changes to the classification of recorded offences as a result of the prosecution or court process should be minimised for reporting by the adoption of the standard offence groupings proposed for the Police statistics.
- e. The AG’s Office should ensure that they are aware of and consider how to report on other prosecutions which occur, e.g. those undertaken by other prosecuting authorities. This should be consistent with the Courts.
- f. The AG’s office should benefit from the provision of statistics through the new Court IT system, and should seek to make use of these statistics alongside any additional management information it might require for its own purposes.
- g. AG’s Office should supply key summary data on the operation of the prosecution process to NSB for incorporation in its proposed statistical report on Crime and Justice in Seychelles.
- h. The next expert visit should assess progress in these areas, and additionally look at data available on staffing and resources in order that the organisation of the AG’s Office be included in a statistical overview of the Justice system.

#### **4.5 Prison**

- a. The Prison should liaise with DG-ICT to see whether the new Court system provides opportunities to improve efficiency, for example through the transmission of commitment information (and potentially court listings etc) to the Prison by electronic means.

- b. NSB should work with the Prison department to design some simple standard tables that can be produced from the prison system and reported by NSB.
- c. The prison data spreadsheet should be restructured in order to benefit from basic database functions, such as pivot tables, which will potentially make statistical reporting simpler. Some specific suggestions are provided in Annex B in this report.
- d. The prison should ensure that it adopts classifications consistent with other parts of the Justice system, e.g. police and courts. This includes using for reporting standard offence groupings, as proposed for police and court statistics (probably by using a standard lookup table for incorporation in MS-Excel).
- e. A follow up expert visit should assess progress in these matters, and additionally look at the information on the staffing and resourcing of the prison, and other matters, that might be required for a full statistical report on Crime and Justice statistics, and the prison's role therein.

#### **4.6 Family Tribunals, Probation and After Care**

- a. Family Tribunal Division should supply NSB with statistical information on their areas of work, including volumes of cases and by type for inclusion in a statistical report on Crime and Justice.
- b. NSB should work with Family Tribunal Division on the format for statistical reporting, in order to ensure all key areas of business are captured, and that they are appropriately described.
- c. Probation department should supply NSB with currently available annual statistics on caseloads to include in their annual summary of crime and justice.
- d. NSB should write formally to the Director of Probation, and the heads of other agencies, to formalise the request for annual statistical data, its intended use and the agency's agreement to the request under the 2005 Statistics Act.

#### **4.7 Other**

- a. NSB should advise the Employment Department on the precise requirement for their tribunal data, following the same approach as proposed for courts information.
- b. NSB should seek to publish data relating to particular communities (e.g. local areas) as well as national statistics, where relevant and practical to do so.

### **5. Other activities**

Whilst in Seychelles I also took the opportunity to meet with the academic who sits on the NSB's User Council (Daniella Larue, CEO of the Seychelles Institute of Management) and also the British High Commissioner (Fergus Cochrane-Dyett), to inform the latter of the project and its aims. The discussion with Daniella Larue is summarised at Annex B.

The High Commissioner welcomed the work programme, and was grateful for the briefing. He also recognised the picture presented, in particular the positive attitude of officials towards establishing a more open and transparent statistical system, and at the same time was pleased with the positive opportunities for improvement that the project has identified. He was also keen that the new victimisation survey should provide the government with evidence to support its work in

maintaining human rights and ensuring corruption is addressed. I promised to supply the HC with a copy of this report once it was finalised.

I also had opportunity to look at the National Statistics Bureau's new website: <http://www.nsb.gov.sc> which provides a good overview of the Bureau and access to most outputs, including the useful summary booklet 'Seychelles in Figures' (<http://www.nsb.gov.sc/pages/home/publications.aspx>). The new Statistics Act is also online, as is a short update on this General Data Dissemination System (GDDS) programme. This last item should be updated as a result of this visit to let users of Seychelles data know, in brief, the work that is underway.

I was also given access to the Annual Statistical Abstracts, 1977 to 2006, in order to establish the previously published data on justice and security and its comparability (see Annex C).

## **6. DELIVERABLES PRIOR AND DURING VISIT**

NSB wrote to all justice agencies prior to my visit to ascertain in brief how data was organized in their organization, whether that data was computerized and if not whether any plans existed for computerization, how many staff were involved in data management, whether regular statistical summaries of this data are produced either for internal or external purposes, whether there were any other external requests for statistical information, and if so from whom.

Responses were received from all organizations and had been summarised in a table as background briefing on my arrival.

This initial contact also allowed NSB to establish the meetings for my visit, and the programme was largely finalized by the time of my arrival.

## **7. OTHER DONOR AGENCIES**

It is noted that UN and other Donor Agencies involvement with Seychelles are extremely modest, and some might say almost non-existent. This is largely because Seychelles finds itself in competition for development funds with the rest of Africa, and next to most places on that continent it looks to be a strong and well run developing nation.

However, there are areas of significant poverty and lack of resources in Seychelles, and there is still a need for assistance in a range of aspects of social and economic development. It is noticeable from my own brief visit that a relatively small contribution of development resources from international agencies could buy some significant and definite improvements in Seychelles, whereas in other areas of continental Africa those same resources would be swallowed up by challenges of quite unmanageable proportions. From the comments in this report, it can be seen that as a small country where a little change can have a big impact, there are opportunities here to develop a range of projects (not just in justice and security) that could act as lead-projects for the rest of Africa.

## **8. SECOND JUSTICE AND SECURITY WORKSHOP – SPRING 2008**

At the Dar Es Salaam Workshop, it was suggested that, for the J&S module a second Workshop, lasting 5 or 6 days for all countries to attend, could be held to discuss J&S statistics issues common to each country. Discussions on the agenda for such a workshop have so far centred on the following:

- Presentations of progress on J&S statistics by each country.
- Parallel workshops on specific statistical topics: eg
  - Common Statistics Classifications in J&S
  - Common IT problems in J&S statistics

I was able to discuss the proposal for a second workshop with the project team here in Seychelles. The above content seems appropriate from the perspective of Seychelles. In particular, agreeing a set of common crime classifications and crime groupings could be helpful, although other issues (e.g. organisation and resourcing of justice system in each country) are likely to make recorded statistics less comparable between countries (different legal systems, differing approaches to recording), and there is an urgent need to move ahead with classification and grouping in Seychelles in order to integrate this into IT systems and for reporting which might limit the benefit of using the workshop to try to agree a single solution for the five countries.

In addition, it would be possible for Seychelles to provide an overview of the trend in crime from existing police statistics and prison data (would other countries be able to do the same?).

It would also be possible to provide a presentation on the survey of visitors on crime and security, and it may be possible to provide some initial results (although the timing may not be right for that). Also, some information on the proposal for a victimisation survey may be available, and if other countries are also planning such a survey this could be a good topic for a workshop session.

Seychelles request that the date and location of the workshop be fixed as soon as possible in order that people who will need to attend (all of whom have other jobs and many commitments) can make appropriate arrangements. We can see no reason why the date and location should not be fixed now, and the precise agenda developed later.

I understand that the current proposal is for the workshop to be held in Mauritius, and the proposed date is 7-12 April 2008 – although this is not yet finalised and I would ask that the date and venue be confirmed at the earliest opportunity.

## **9. SECOND EXPERT VISIT – SUMMER OR AUTUMN 2008**

The view of the module team here is that this visit has been extremely useful, particularly for the module co-ordinator. The CEO of NSB also confirmed that the visit had been very good and has helped NSB significantly in this new area of work, and his view was that if the project team feel there is value then this method of working should continue and a second visit arranged.

The view of the module team is that a second visit would be worthwhile, and should take place at a time when some further thought has been given to the programme of work and there are areas identified which will benefit from the expert's input, but not so late as to prevent the absorption and application of advice emanating from the second visit before the conclusion of the GDSS

C&J module. That suggests a visit potentially as early as August, but certainly no later than late Autumn.

Topics that might be covered by a second visit could include:

- Assessment of progress in delivering the recommendations from the first visit, and provision of advice if there appear to be new hurdles or changes in circumstance.
- Advice on content and drafting for the statistical report on crime and justice.
- Advice on analysis or operation of the crime surveys.
- Advice on setting data requirements for agencies, or in developing consistent classification systems between agencies.

## **10. TRAVEL AND ACCOMMODATION ARRANGEMENTS**

These were satisfactory, although the arrangements for paying my expenses were somewhat bureaucratic and would benefit from some attention. In future the World Bank should take more responsibility for ensuring all necessary costs that can be paid in advance are either paid in advance or paid directly by the Bank (notably the hotel). The situation may be different for private contractors, but that was not my position as I am a permanent government employee on a mission sanctioned by my employer.

The flight was good, business class providing significant benefit given the length and timing of the flight. Had more advance notice of the trip been possible, there may have been more choice in flights. A direct flight from Gatwick would have suited me better although I do not know if that is possible. The (very) early morning transfer in Nairobi might have been avoided, although the availability of a business class lounge meant that in practice this was tolerable.

The hotel was not in the premier category (no TV, slightly jaded décor) but was quite acceptable from my perspective. I would have liked wireless internet access in my room, and in the event I had to arrange and pay for internet access myself for the first week of my stay, which was only available from a lounge above reception.

Transport from the hotel to the office in central Victoria, and between the office and meetings, was arranged by NSB, and entirely satisfactory.

## **12 ON CONTRACTING**

As above, but I cannot comment fully until expenses have been paid and the mission is thereby closed. Any details will be taken up when claiming fees and expenses.

## **13 FINAL REFLECTIONS**

Seychelles is a small country, about the size in population terms of the islands of Jersey or Grenada, but it ‘punches significantly above its weight’ both in the international arena, and in its internal ambitions.

As a small country, there are clearly limits to the resources that could or should be made available to Justice statistics and problems in achieving everything that the Seychelles Government and NSB might wish to achieve. However, the small size of the country also presents potential opportunities – in joining up agencies and information systems – and in some areas – such as tourist views on safety and security – there are real opportunities for Seychelles to introduce new valuable statistics that are not commonly available elsewhere.

I am therefore leaving Seychelles with a great optimism for the aims of this GDDS module, and an expectation that we will witness some significant steps forward over the remaining 12-15 months of the GDDS (Crime and Justice) programme.

### **Jon Simmons,**

GDDS J&S Module Statistical Expert  
And former Head of Crime and Policing  
Statistics and Research at Home Office (UK)  
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*22<sup>nd</sup> January 2008*

## **ANNEX A: Itinerary for expert visit**

Prior to arriving in the Seychelles I was able to read the report from the Launch workshop and information on the priorities for Seychelles. I was also able to look at background information on Seychelles, country statistics and the country's statistical organisation found on the internet (although the latter has now been superceded).

I met with Chris Lewis on a number of occasions to discuss the arrangements for the visit and the visit's objectives. The objectives had been agreed with Seychelles. I was also able to make contact with Helena De Letourdis, the NSB lead on this project, and as a result Helena had arranged the majority of the meetings for my visit by my arrival.

The itinerary for the visit was as follows:

### **Monday 7<sup>th</sup> January**

Meeting with Ms Helena De Letourdis, Module Co-ordinator (National Statistics Bureau)

Meeting with Mr Jude Padayachy, Chief Executive (National Statistics Bureau)

Meeting with Helena De Letourdis, Mr Reginald Elizabeth (Police Department) and Mr Michel Valentin (Department of Judiciary) – comprising the core Seychelles project team for this module.

### **Tuesday 8<sup>th</sup> January**

Meeting with the Commissioner of Police, Mr Gerard Waye-Hive, Mr Paul Bedier (Chief Superintendent, Crime Wing Commander) and Mr Reginald Elizabeth (Superintendent, Police Statistics Unit)

### **Wednesday 9<sup>th</sup> January**

Meeting with Mrs Lanka Dorby and Mr Allan Kilindo (Department of Information Communication and Technology)

Meeting with Mr Steve Jardine, Mrs Marie-Louisa Woodcock and Mrs Magdalena Cecille (Tax Office)

Meeting with Mr Rene Durup (Assistant AG) and Mr Jude Bonte (Attorney General's Office)

### **Thursday 10<sup>th</sup> January**

Meeting with Mr Gelase Horeau (Prison Governor), Miss Jocelyn Ernesta (Prison Division) and Ms Elsa Nourrice (Prison Psychologist)

### **Friday 11<sup>th</sup> January**

Meeting with Ms Thelermont (Head of Family Tribunal Division), Mr Steven Robert (Head of Registration Section) and Mr Ronny Volcere (System Support Manager).

**Monday 14<sup>th</sup> January**

Meeting with Mr Michel Mellie (Tourism statistician) and Josiane Marie (Tourist statistics)

Meeting with Mr Ivans Nolin (Employment Department)

**Tuesday 15<sup>th</sup> January**

Meeting with Mrs Daniella Larue (CEO of the Seychelles Institute of Management)

Meeting with Mr Marc Bonnelame (Probation, Head of Family Services Division)

Meeting with Mr Fergus Cochrane-Dyet (British FCO High Commissioner, Seychelles)

**Wednesday 16<sup>th</sup> January**

Meeting with Helena de Letourdis (NBS) to discuss victimisation surveys

Meeting with Melchior Viclot (Registrar, Department of the Judiciary) and Michel Valentin (Assistant Registrar)

**Thursday 17<sup>th</sup> January**

Meeting with Helena De Letourdis, Mr Reginald Elizabeth (Police Department) and Mr Michel Valentin (Department of Judiciary) – the project core team.

**Friday 18<sup>th</sup> January**

Wrap up meeting with Mr Jude Padayachy, Chief Executive (National Statistics Bureau) and Helena de Letourdis (NSB J&S Module Co-ordinator)

## **ANNEX B: Key Points from meetings with departments and agencies**

### National Statistics Bureau

Jude Padayachy, NSB's Chief Executive, has only been in post for a little over one month, having previously been working in the World Health Organisation and UNAIDS. JP had previously worked for the Statistics Department in Seychelles and had studied at Southampton University, under Professor Tim Holt.

The National Statistics Bureau was established as a result of the National Statistics Bureau Act 2005 (which came into effect from January 2006). This act established the NSB as an agency independent from political influence, administered by its Chief Executive under advice from a small senior Council of Users, including representatives of government departments, the business community and academia. Previously the NSB had been a Management Information Division within the Government's Ministry of Information Technology and Communication.

The Act also provides stronger legal authority for NSB to demand provision of data, independent authority to decide which data should be collected and how this would be disseminated. This Act abolished the previous statistics legislation (Statistics Act 1965, updated 1991) which had provided some degree of authority but for Statistics operating within a Government department and subject to Ministerial oversight.

There is therefore now strong statistical legislation in place in Seychelles to guarantee the integrity of data, and a User Council that has met four times in its first year, although not yet under the chairmanship of the current NSB CEO since he is new in post. The National Statistics Bureau Act 2005 specifies that the Council, whose main objective is to advise the Chief Executive Officer, is to meet at least twice a year. In 2007 the Council of the National Statistics Bureau met twice and agreed to meet three times during 2008. In the October 2007 meeting, the Council endorsed the 2008 activities of the Bureau.

There is strong support from the most senior levels in the current government for robust independent statistical information, and there are increasing calls being made to the NSB for assistance from within government, for example most recently from the Ports Authority and the Education Department.

The NSB is a small statistical office, as one would expect for a country with a population of around 85,000. It comprises around 45 staff organised currently under three principal statisticians (a fourth is being recruited), covering (i) social statistics and surveys, including census (ii) trade and tourism, and (iii) national accounts and other economic statistics. Justice and security sits within the portfolio of the statistician responsible for social statistics and surveys.

Resources are limited, unsurprisingly, and there are difficulties in recruiting some key statistical staff (a fourth principal statistician post on labour market statistics is currently unfilled), however the CEO has the ability to identify resources within his portfolio and to prioritise work on justice and security statistics, and there is a clear willingness to do so. However, Justice and Security statistics are one part of the portfolio of the principal statistician responsible for censuses, surveys and social statistics, and so can only take a small proportion of that person's time. NSB should ensure that the work plan for the social statistics portfolio includes sufficient resource to enable the action identified by the GDDS Justice and Security project to be taken forward.

The functions of the NSB are defined by the Act as being:

- a) To collect, compile, analyse and publish statistics,
- b) Assist departments of government in the above, including statistics derived from their own activities,
- c) Help eliminate duplication of collection of information by departments,
- d) Promote and develop integrated social and economic statistics.

The Statistics Council has nine members, each appointed for an initial two year term. It is chaired by the NSB CEO and is committed to holding a minimum of two meetings per year.

### GDDS Module Project Team

Mr Simmons provided an outline of the mission's objectives and explained his ways of working. The meeting then had a general introductory discussion covering the project's key objectives and the key issues for the police and courts.

Mr Valentin identified the lack of a proper statistical and IT system in the courts. He requested guidance and examples on a good justice statistics system and reporting framework. Mr Simmons provided Ms De Letourdis with electronic copies of the following documents for forwarding to Mr Valentin:

- A Manual for the Development of a System of Criminal Justice Statistics (UN, 2003)
- Criminal Statistics, England and Wales 2006 (Ministry of Justice, England and Wales)
- Judicial Statistics, England and Wales 2006 (Ministry of Justice, England and Wales)

Mr Elizabeth identified a key issue with delays in the courts and the impact this was having on the police. The meeting discussed whether this might benefit from a new data requirement, and the issue of measuring the timeliness of cases should be addressed further in discussion with the Justice Department. Mr Simmons also advised on ways in which the police might provide statistical evidence of delay from their own sources of data without imposing a new burden on the courts or immediately having to address deficiencies in court data, e.g. by comparing the trends in numbers sent for prosecution and numbers of cases closed following a court hearing.

Mr Simmons discussed the benefits of collecting survey data from victims, which had already been identified by the NSB as a priority, and additionally raised the possibility of collecting survey information from visitors to Seychelles on their victimisation and feelings of safety, given the significance of tourism to that economy. Currently the police estimate that only 1 in 1000 visitors fall victim to crime, but this may be an underestimate given that it is based solely on police statistics.

## Police

The recorded crime statistics are collected and processed by the police. They are used for internal management information and performance meetings, and for reporting to international organisations such as the UN and Interpol. In addition, since 1977 an annual summary table has been supplied to the NSB for inclusion in the Seychelles Annual Abstract of Statistics.

Crime reports are received by the police at the 16 police stations, either by phone or in person, and recorded by desk officers in a crime book. Some additional crime reports will also be collected by specialist units, such as the child protection unit. At present the crime records are relatively unstructured, although the desk officers are aware of the data items required for onward reporting to the central statistical unit in the Police Head Office. The NSB have proposed that the Police introduce a structured data collection form (such as the one set out in the UN Handbook on Crime and Justice Statistics, or similar) in order to ensure that there is a consistent standard and that additional data items that are perhaps required less frequently are still collected. It might be useful for the crime list and groupings to be discussed at the April workshop of the GDDS Justice and Security programme in Mauritius, if this takes place. However, there might be difficulties if no agreement was reached as there is an urgent need to provide a set of requirements for this data at the earliest opportunity.

The police statistics system is well established and structured in such a way that data quality is likely to be extremely good. The statistics unit phone round each station each day to collect details on each individual crime that has occurred. There are usually between zero and three crimes per station to report, so in a country the size of Seychelles this is a practical approach.

If a crime is reported to a specialist unit, the officer of that unit reports the crime to the station district where the crime was committed. If the victims do not give a statement or do not want to proceed with the case, the case is only registered at the special unit but not at the district police station and therefore only in those circumstances would the case not be recorded in the statistics.

However, the police still see benefit in further computerisation (e.g. direct data entry at each police station) in order to ensure completeness of the data and reduce the risk of error from manual compilation. Coupled with the structured data collection form, this might also in due course provide the opportunity to collate more information on the characteristics of crimes, victims and offenders than is currently the case. This is currently an aim of the ICT department, but it is not work that they have been able to take forward yet.

The statistics unit in the Police Head Office enter this information in a database, from which a number of reports are produced. If the details from a crime appear inaccurate at this stage this can be raised with the desk officer at the relevant station. The Duty Officer at the 24 hour command centre is an Inspector who also has authority to challenge reports if the data appears to be unclear or inaccurate, providing another internal audit function for the data, and suggesting that the quality and completeness of the police statistics are good.

A comprehensive crime list is in place, and has been revised from time to time (e.g. in 1993 and 2000 – See Annex C). There is no obvious need to revise the legal categories collected at present, but there is a statistical need to adopt some standard crime groupings so that trends in sub-groups of crime are more easily visible, and there is less reliance on just total crime or more variable individual crime types. A table to convert offence codes into standard offence groupings should be created and shared between the Police, Courts, Prison and all agencies in order that the statistical summaries relating to crime and justice are consistent between organisations.

Although officers receive training in crime classification, they are not issued with any guidance on classification and therefore there would be benefit in providing a brief guide to classifying crime, so that there is a greater guarantee of consistency between officers and in order that knowledge is more easily transferred.

The data is used to provide the Commissioner with a daily report containing the details of each crime that has occurred in Seychelles in the previous day. I was shown a copy of this morning's report and there would appear to be sufficient information to enable an assessment to be made as to the appropriateness of the classification. This process also provides a robust check on data quality as commanders are expected to discuss the crimes that have occurred.

Recorded crime data is not finalised, and it can (and is) changed when more information is known, for example if the crime is reclassified following a court hearing. Whilst this might mean that the crimes reflect a legal and prosecutorial classification rather than a victim-interpretation, it means that the data undergoes a further check on its accuracy. In the annual tables, the total numbers of crimes can also change and sometimes in the past have changed by significant amounts between one year and their updated numbers the following year. It is unclear whether these changes occur because of greater clarity or because some crimes initially have gone unrecorded. Prior to 2006 the management of data was carried out manually, which may have given rise to some of the differences noted.

As indicated, however, there are a variety of legitimate reasons why data on offences might be modified:

- the classification of the reported offence can be changed by the investigating officer on completion of their investigation if they find that the evidence in the case appears to amount to a different offence compared to the one initially recorded;
- the Prosecutor at the AG's Office can change the classification of an offence when preparing their charge or before the start of the trial;
- Upon completion of the case it is returned to the Commissioner of Police and his office will forward the case file to the Criminal Records Office to be endorsed. As the CRO is a unit under the same wing of the statistics office there is coordination between the two units where information on cases is shared. If at this point it becomes apparent that the offence has changed then the statistics office can review and update the information held on that crime.

The reasons for changes to annual figures should be made clear, and recorded as a footnote to the annual statistical table.

Additional weekly reports are produced for a Wednesday police management meeting, and additional ad hoc reports of particular crime types or event locations are produced at the request of commanders and others. An example of how this information has been used to inform policy is the response to increasing numbers of beach thefts, which has led to the establishment of a special beach police unit.

The police are also planning to produce an Annual Report and a new website which will provide additional opportunities to present the crime statistics and other information relating to policing in Seychelles.

The police have established good relationships with other agencies in order to develop more of a partnership approach to address crime. A Joint Policing Committee involving senior officers and representatives from the Community Development unit meets once a month and involves representatives from education, youth work, environment groups and religious groups. They very often look at crime at a district level, both to monitor what is happening but also to educate all of the agencies in community safety issues.

The courts use the same crime classification as the police. The police are able to capture information on the flow of cases through the criminal justice system, but it is incomplete due to problems in receiving information from the courts (either because of the time taken to see cases through to completion or because the courts have no incentive to supply the information back to the police). This means that data on the judicial process is extremely poor and not up-to-date. (Note, the introduction of the new Court IT system will enable this data to become more complete, but will not by itself improve the timeliness of the courts and therefore the completeness of outcome information in relation to recorded crimes).

A new committee has been established involving the Police, Justice Department, Defence and Attorney General to discuss shared issues, including the completeness and other matters relating to statistics. It has met twice and there is now a commitment to work together to resolve issues.

The desirability of having a Crime survey has been recognised by the NSB, and it is now planned to pilot a bespoke victimisation survey of Seychelles residents (rather than include a small number of victimisation questions in the next Seychelles household survey as had been the original proposal). The police see fewer benefits in the survey information because they are confident they can rely on police records for their operational needs, and that for more serious crimes these are a reasonably complete record of such events. It is recognised that some less serious crimes may go unreported, and this is an area where victimisation information might provide some insights. It is possible that the police view of some more serious crimes will also be challenged if survey information suggests more of these do not get reported – and this is quite likely to be the case for some violent crimes and sexual crimes, although it may be that questions in a general household survey will not be able to uncover the relatively rare and more serious incidents.

There will also be additional potential benefits from survey information if questions on public confidence in policing and justice are included. It is believed that public confidence in policing is improving now, compared to previously where there was a perception that the police might offer favour to some or might be less willing to act in some cases. However, this has not been tested – and a survey would provide some evidence in this regard, and also alert the police if there were still areas where confidence in policing were particularly low. Potentially the survey could also test public views on other related matters, such as confidence in the courts or other forms of justice, and the public fear of crime.

Additionally, there would be benefit in investigating whether a small number of victimisation and fear of crime questions might be included in the survey of visitors leaving Seychelles. At present this survey is used to support the national accounts with information on visitors' expenditure. However, some simple questions could identify whether tourists suffer minor thefts or threats of violence which go unreported, and where they occur, which would be of benefit to the police. Given the critical role that tourism plays in the national economy, this information could also be of some national importance. In 2006, there were more than 140,000 visitor arrivals, almost all of whom (97%) arrived by air through the single airport, and 98% of arrivals were visitors (mostly

holidaymakers), with the remaining two per cent being in transit (*Source: Migration and Tourism Statistics 2006*). The police currently estimate that only 1 in 1000 tourist visitors suffer crime (*estimate provided during discussion based on recoded crime numbers*) but a survey would be useful to check whether this is likely to be the case, or whether a particular criminal threat is being missed. The police already hold liaison meetings with the tourist office, and this issue could be discussed further there, although it will be for NSB to decide whether the requirement should be introduced as part of the existing economic survey.

#### ADDITIONAL NOTE:

I subsequently spoke with the statistician in charge of tourism statistics at the NSB. They currently run a survey of tourists, focused on their expenditure (for national accounts) and their satisfaction with their stay (for the Seychelles Tourist Board). The survey is a short form (I was provided with a printed copy of the form used), requesting responses from every passenger on every flight leaving Seychelles for a one week period every quarter. The response rate is very high (about 90 per cent) and results in responses for about 4-500 families each quarter, covering a number of persons depending on family size (probably around 1500 individuals).

The next survey is due in March 2008, and there would be no problem in introducing a short additional form to attach to this survey covering some crime and security issues. Initial suggestions for a set of questions for this survey are attached at Annex F. The March 2008 sweep would be a perfect opportunity to trial these questions.

#### Department of Information Communication and Technology (DG-ICT)

In Seychelles, there is now an active programme for e-Government and for the development of integrated Government Computing systems. This is taking each sector and department in turn, but Justice is a key area where work has been underway and an operational system is now reaching the end of its development phase.

The strategy will provide a significant enhancement in the possibility for statistics on the justice process and will have benefits not only for courts, but also for other areas such as policing and taxation (see the relevant notes elsewhere in this annex). Due to the relatively small size of the country, this strategy has in due course the potential to make Seychelles a leader in the management of government information relating to the population and their transactions/activities with government agencies. In 2004, for example, Seychelles won the African ICT Achievers Awards Top Government Department Award for its work in integrating health information across the islands, following funding from WHO and support from Microsoft, so it is building on a good set of experiences now <sup>1</sup>. Annex H lists the key objectives from the published ICT strategy (available from the Seychelles Government website) that are relevant to this project.

In Seychelles there exists a National Population Database (NPD) where each resident has an entry from birth recording their names, gender, date of birth, whether resident, naturalised and so forth. This provides a primary key to which other systems across government can link to join up data relating to individuals. Tourists can be included through their unique identifier of passport number and nationality. Separately there also exists a business register for uniquely identifying businesses on the islands. There appear to be no restrictions or inhibitions towards linking data between government departments for statistical purposes.

The Justice Department has been a priority project for the e-Government programme and in 2007 a caseworking system for the courts has been in development, and this is now nearing completion (January 2008). It is planned to install this system in the courts by March 2008, and it will then be live – although subject to quality assurance and user-testing by the courts. However, from that stage all new cases should begin to be recorded electronically.

There are also plans to capture information for existing cases, those commenced before the new IT system was in place. At present, it is planned to capture only summary information on these older cases within the IT system and it may take some time to record all of the cases that are currently outstanding. However, given the size of the justice organisation and the relatively small number of cases being dealt with, it would appear to be possible to record full details for the cases commenced in the early months of 2008 to ensure that the system held all of the data for 2008 cases at least. The NSB should request that the Justice Department ensures data required for statistical reporting for the whole of 2008 is captured within the new electronic system.

The system has been designed to capture cases registered and the court processes undertaken – prosecution, hearings and appeals, as well as outcomes. There are additional modules relating to payment/fines and library functions. The key link will be through the court case (file) number although it will also be possible to identify numbers of individuals prosecuted and their individual outcomes. There will be records for each sitting or hearing and the orders issued. In due course, this data may be linked to police, prison and social affairs (e.g. for probation) systems – although this is not an immediate prospect.

At present there are no statistics, but the design of automated reports for management information and statistics is possible and it is something the ICT Department are willing to undertake. It is for NSB to design the statistical reports it would require from the system and to submit these to DG-ICT, but there would appear to be no major obstacle to the introduction of initial court statistics for the full year 2008. It would be beneficial to prioritise the entry of data relating to early-2008 cases in order that a full year's information is available for numbers of prosecutions. It will be necessary to ensure that for all existing cases, the summary record includes key dates for prosecutions, hearings and appeals in order that information on the time taken to process cases can be reported. An assessment will need to be made as to how much back-record entry would be possible given the resources, but most recent cases should be prioritised (e.g. early 2008, then 2007, then 2006 etc) and the number of outstanding cases where only paper case files exist should be monitored in order that the size of the gaps in this information can be assessed.

It might be anticipated that the basic Justice data should include information on the numbers of prosecutions against individuals, numbers of these cases closed (e.g. relating to numbers of individuals as well as case workloads), and numbers of individuals appealing at each stage. In addition, information should be presented on the number of individuals receiving the various disposals possible. Information on the average times taken between prosecution and initial disposal, and numbers of cases outstanding, should also be included. This information should be obtained for all of the courts and national justice bodies, and should report separately for each.

NSB should work with the Justice Department to design a set of statistical reports that meet NSB's needs, and that fit with the management information needs of the courts.

NSB should liaise with DG-ICT and Justice Department to ensure that the statistical requirements are implemented in order to report on court prosecutions by type, and by outcome, for 2008 early in 2009.

A casework system for the non-Criminal (Family) courts is already in place. Statistical reports could be developed in a similar fashion for this area, and NSB should aim to report on this area of activity as well, but as a second-level priority.

NSB and Justice should ensure that information from all areas of court business, including Family Tribunals are captured in the new IT system and capable of being reported separately for statistical purposes.

Future ICT plans will include looking at existing off-the-shelf packages for policing, and to include fingerprint information on the National Population Database to assist both the police and immigration authorities in detecting criminal activity and movements. There are no plans for the Prison system at present – although as there is only one prison, and it already produces management information, this may not be a priority.

A plan does exist for the Department of Social Affairs and this should be capable in due course of delivering statistics on probation and other community actions with those dealt with by the police and the courts, linked in with the data from the NPD and those and other agencies. The delivery of this data however is likely to be beyond the timeframe for this GDDS module. However, NSB should ensure that it liaises closely with the DG-ICT in order to ensure that the statistical requirements can be designed into these systems as they are being developed.

### Tax Office

The Tax Office in Seychelles has responsibility for collection of business tax on profits, goods and services tax (GST), customs duties on imports and revenue from social security payments (all individuals and employers contribute towards their social security). The top 200 employers in Seychelles (out of around 5000 businesses in total) are responsible for around 80 per cent of Tax revenue.

The Tax Office does not discriminate between illegal and legal activities in its main business. If a person or business is found to be in possession of funds whose origin is unclear, the Tax Office would raise a tax liability, and then the onus of proof rests with the individual – either to pay, or to offer additional evidence relating to the tax liability. The Tax Office is not required to collect evidence or prove whether criminal activity has taken place – and perhaps has led to the acquisition of the untaxed funds. If evidence does come to light of criminal activity it would then be passed to the police for them to investigate, and such crimes would then be recorded by the police. However, in practice the Tax Office believe that due to the small size of Seychelles most activity is well understood and therefore the level of such illegal activity is not high. For example, most Tax Office cases relate to money laundering, passed from the Central Bank, and amount to maybe 1 or 2 per month.

The Government has adopted a zero-tolerance policy towards such criminality and drug-dealing. It has established a new National Crime Bureau (first meeting in December 2007) to bring together police, immigration, tax office and other relevant bodies to co-ordinate the national approach to these issues. It is possible that this new pro-active approach will lead to some new cases being referred to the police, where previously they would have solely been dealt with as a tax issue, but these are unlikely to amount to more than 20 or 30 cases per annum, and could be less.

Tax Office also prosecute non-compliance cases. These could be for

- Non-payment of taxes (a civil case) – Out of 5000 businesses in Seychelles, perhaps 20 per cent are late paying taxes and 5-10% are threatened with prosecution although most settle out of court. They are primarily small businesses or sole-traders.
- Non-lodgement of a GST or business tax return (criminal) – Perhaps 400 cases per annum, of which roughly three quarters enter recovery and only the remaining quarter risk prosecution.
- Non attendance following issuance of a request to discuss tax business (criminal) – Very rare, only two or three each year.

The Tax Office prosecution unit (Magdalena Cecille) have a requirement for an electronic casework system. The GDDS expert put them in touch with the DG-ICT as it is very likely that the system developed for the courts will also meet their needs.

Tax Office share police concern over the delays in the courts and are intending to propose a separate court be instituted to deal with tax affairs.

Additionally, the Customs focus on smuggling cases and drug trafficking. Most smuggling is non-criminal (e.g. cigarettes) but where it is criminal (e.g. illegal substances such as drugs) it is handed over to the Police and would be prosecuted and recorded by them.

In short, there are no additional statistical requirements in this area from a Justice perspective as criminal cases will be referred to the police and recorded in the police statistics.

#### Attorney General's Office

The Attorney General's Office takes control of cases from the time the prosecution file is passed to them by the police until the court has reached its verdict and the file is returned. This involves drafting the charge, preparing the summons, clarifying witness statements and appearing in court.

In the AG's Office computers are currently only used for drafting purposes, and there is no computer network or server to share information electronically across the office. Therefore data is in case files or on individual hard-drives and it is time consuming to carry out any statistical analysis. The last such analysis was carried out two years ago.

However, each prosecutor within the office compiles a monthly report for the Attorney General on the progress with each of their cases. I was shown a copy of an example report. It contains the name of the accused, their offence, the date the file was received from the police, the date it was allocated by the Attorney General to a prosecutor, the date it was filed in court and the date when the court reached a verdict, along with comments on the progress with the case or reasons for delay. The offence list is taken from the Legal Code and is the same as that used by the police, although it was noted that the offence charged can be changed either by the prosecutor or as a result of the court hearing. The expert noted that the proposal (from this project) to adopt standard offence groupings would be helpful in this context in ensuring that comparisons between police crime numbers and prosecution statistics were unaffected by any such changes. It was also noted that the AG's numbers would differ from those in the courts due to prosecutions that did not pass through the Attorney General, such as private prosecutions or prosecutions undertaken by other authorities.

The AG's Office prosecutes all offences except offences dealing with revenue, public health, road transport and the environment. The relevant departments in these cases have their own officers who prosecute those offences although the AG's office will step in upon any appeal from the first instance judgement.

The reports are currently constructed as tables in MS-Word and each prosecutor has developed their own version. However, the example I was shown holds structured information that would be amenable to simple computerisation, and there are plans to computerise the register which would produce an electronic record for the key information required for case-tracking (as listed above, excepting the comments from the prosecutor. The basic requirements for statistical reporting – both for the AG's internal needs and for public accountability – should be designed so as to be available from this new electronic registry. This will be a precursor to introducing a full networked case management system, which it is hoped to introduce by the end of 2008 and which should allow for fuller statistical reporting. The AG's Office were advised to discuss their plans for computerisation with the DG-ICT, but were advised to do so as the ICT department will have the capability to assist them. This will also help ensure that the system is consistent and compatible with the system being introduced in the courts, and any new police system when that is acquired.

The key features of a statistical system on the justice process were discussed. These are:

- Volumetrics - numbers of cases, numbers of individuals prosecuted, numbers of appeals, broken down by offence type and court type
- Outcomes – numbers sentenced to imprisonment, community penalties, fines and so on, again broken down by offence and court type
- Timeliness – average time taken between the key stages in the prosecution process, again ideally broken down by offence and court type

The current manual register records some basic volumetrics in the way in which case numbers are allocated, which capture the year and sequentially the number of cases issued. The last case received is always the highest number in any given year. Looking at the register for 2007 cases we were able to discover that there were just over 1000 cases received for prosecution from the police – 797 in Victoria Court, 56 in Praslin and 157 in Anse Royal. The two smaller courts are solely Magistrates courts, whereas Victoria's numbers include both Magistrates' cases and the more serious cases heard at the Higher Court. The latter were estimated to be around 100 a year.

### Prison Department

There is currently only one Prison in the Seychelles holding both males and females, untried and sentenced prisoners, and also high security prisoners. The prison moved to its current location at Montagne Posee only two years ago, and ongoing building works will provide a separate and detached women's block on the same site, and a separate secure environment. The prison has a capacity for around 500 prisoners, but currently occupancy is only around half that (225) as follows:

January 2008	Sentenced	Un-sentenced
Males	133	80
Females	7	5

I was informed that on average around 8-11 male prisoners, and around 3-5 female prisoners, are received into prison each month. From the above it is clear that female prisoners will tend to receive much shorter sentences than males (perhaps reflecting the type of offence they are found guilty of).

A prisoner can only be admitted to prison once the prison has received the Warrant of Commitment from the Court. This official record lists the prisoner's name, offence and sentence. There would be benefit in the Directorate of ICT establishing new systems that allow this sort of information to be transmitted electronically in future between agencies. It would seem helpful if the new Court case management system (see above) were able to produce these warrants automatically as this would ensure that the sentence recorded by the Court was exactly the same as that recorded in prison. However, the offence list is the same.

It should however be noted that the court total for numbers sentenced to imprisonment will not match the prison reception figures exactly because of a small number of prisoners received from Military Courts, and some other occasional prosecuting authorities. The Prisons data should separately record the originating court for each prisoner (currently this is implied in some offence categorisations, but this may be unclear in some circumstances e.g. youth court, and would not allow any further differentiation if that were required). Some time differences may also account for small differences in the figures (if there is a delay between the court hearing and transfer to Prison). Those accused who are on remand or un-sentenced also need to be clearly and separately identified.

When a prisoner is received in the prison a file is created including a detailed Admission Form, which contains a great deal of additional information on each prisoner. Since October 2007 all prisoners have had this information recorded by prison officers in the operational unit. Currently this form is used by the Prison Governor and Prison Psychologist to understand the individual being placed in their care, their skills and experiences and also their needs. It is a rich resource and could potentially be the basis for other statistical research (such as the needs of particular types of offenders etc). This data is not computerised, but the relatively small number of prisoners and the more ad hoc use of such information would seem to make this a low priority.

The information held by the prison on prisoners is very thorough, both in case files and in the more limited summary information held on computer in MS-Excel. The latter, with some minor adjustments, would be capable of providing easier summary statistical reports on a regular basis, as well as the key prison statistics for publication. It was impressive that the Prisons Unit was the only unit who provided examples of summarised statistical information (in the form of charts) in response to the NSB's request for information on the data they held.

Examples of prison statistics tables can be found in the UN Handbook on Justice Statistics, or from other national sources, such as the England and Wales Ministry of Justice annual statistical volume. However, such standard tables would probably include:

- Numbers received into custody – by month and in each year, and
- Numbers received into custody in the year - broken down by key variables such as gender, age, originating court/body, offence type (or group), whether remanded or sentenced, and by sentence length.

- Numbers held in custody at the end of the year (or at an appropriate standard point in time each year) – as above, and separately identifying those unsentenced.
- Average sentence length – by age and gender, by court and by offence type, for sentenced prisoners.
- Average time held on remand – broken down as above.

NSB should work with the Prison department to design some simple standard tables that can be produced from this data and reported annually alongside the other national justice statistics.

Summary details for each prisoner are then computerised in the Administration Office, by entering the data into a MS-Excel spreadsheet. This data sheet is also then made available to the prison psychologist for statistical analysis and reporting (sometimes in MS-Excel, and sometimes using SPSS). Reports on the numbers of receptions are sent each month to the Department for Social Affairs (monthly) and the Attorney General and the Police Commissioner (quarterly) receive information on release dates, so that the police are aware of an offender returning to the community and social affairs can plan for any rehabilitation activity. The Prison Unit has also produced a detailed report on the prison and its activity, which contained statistical information. There are also occasional international requests for data.

The information held in MS-Excel is:

- Prisoner registration number, name and cell location
- Date of birth
- Number of previous convictions
- Sentence (duration)
- Offence
- Date of admission to prison
- Release date (taking into account reduction in tariff)

Details for males and females, and for untried and sentenced prisoners, are held separately within the same worksheet.

With minor adjustments to the way in which this data is held, this information would be sufficient to produce the routine statistical information required to describe the operation of the prison system (e.g. the tables indicated above). Once reformatted to remove the headings between different parts of the table, it would be a relatively straightforward task to establish some simple pivot tables within MS-Excel to automate this statistical summarisation. In due course, more integrated automated reporting might be possible.

For example, information on gender, and whether remanded or sentenced should be held in separate columns rather than as section headings. This would allow this information to be tabulated using pivot tables. If it is still desired to produce reports on individuals for printing, then this could be done using sort and summarising functions in MS-Excel, or macros in MS-Word, or a combination of the two. This would be essential for the production of pivot tables, which would significantly simplify the routine statistical summarisation of the data.

The items below are suggestions, as there may be a number of different approaches, but it is recommended that the Prisons Unit adopt some additional techniques in Excel to allow for routine summarisation of the statistics that they hold.

Date of admission should use a standard format in order that it could be summarised by month, and annually, in order to produce the number of receptions in these periods. This could be achieved by using a formula to add an additional hidden column for use in tables. Additionally, this variable could also be used to calculate the length of time for which un-sentenced prisoners have been held.

Length of sentence might better be held as a computed field (e.g. number of days between admission and sentence end date), in order to allow for other tabulations by some summary groupings, such as all sentences of less than 3 months, or between 3 months and a year. A lookup table in Excel could allow this conversion.

Similarly, a lookup table should be developed to convert standard offence listings into standard offence groupings, as this will make it easier to summarise. A table to convert offence codes into standard offence groupings should be created and shared between the Police, Courts, Prison and all agencies in order that the statistical summaries relating to crime and justice are consistent between organisations. It would be helpful also to make this table available, through a link on a web page or as an annex to a Justice statistical report, in order that the crimes included in each summary grouping are clear.

### Family Tribunal

The Family Tribunal Division deals primarily with non-criminal matters relating to family violence, custody access, and care and maintenance cases referred by the Director of Social Services.

They currently maintain manual records of cases registered in various categories. The Department of ICT have developed a case management system which is now complete but it is not yet fully operational due to ongoing restructuring of the department and lack of resource for full staff training. The Registration section is now using the system to register cases, but other information on hearings is not currently available electronically and so the existing manual processes still need to be maintained.

The data that it is planned to hold in the new IT system includes case registration details entered by the Registration section, plus case information entered by the designated officer. It will enable the Division to identify for any period the numbers of cases received, numbers being dealt with, the type of case and how settled. The outcomes recorded include for family violence cases numbers of protection orders or restraining orders, orders to keep the peace, fines and also failures to abide by any orders, for which a possible outcome is imprisonment. Numbers of warrants will be captured. It will also identify other agencies where requests for assistance have been made, and where cases have been referred to Social Services for a Social Inquiry Report on an individual, or for Probation where an offender is being dealt with. Similarly, requests for information to the Drug Detox Centre will also be recorded.

It should be noted that the Family Tribunal Court can refer cases directly to Prison for breaches of orders, without those cases having to come through another court. These receptions will need reconciling with court data but the recommendation for the prison to identify in its data the court supplying an offender should mean that the prison numbers are comprehensive and clearly identify offenders' origination.

Other than these, any criminal case would be referred to the police for prosecution and therefore recorded by the police, as mentioned in the Police section above.

Additionally only new cases are currently being registered, and although there are plans to input cases that were opened prior to the introduction of the IT system, there are insufficient resources at present to do this.

Notwithstanding, the availability of summary information from the existing manual records would enable Family Tribunal Division to supply NSB with information on this area of work, including volumes of cases and by type, and this would provide a basic outline of the civil justice area for incorporation into a statistical report on Crime and Justice. As the new IT system is introduced, the process of compiling these data will become less resource intensive. NSB should work with Family Tribunal Division on the format for statistical reporting, in order to ensure all key areas of business are captured, and that they are appropriately described.

The statistics currently are used for internal management and planning, and they are also supplied to the Ministry for Social Affairs and, on request, to other NGOs, for example if they are investigating particular social problems and issues. There is no significant research demand although the Division does intend to commence some research of its own.

The Family Tribunal Division would not see any reason why data should not be shared with NSB for publication in a statistical report on Crime and Justice.

### Employment Department

The Employment department collect a wide range of employment-related statistics (jobseekers, employment schemes, employment establishments and so forth) which supply an internal monthly statistical report that is also sent to the Cabinet of Ministers and the Central Bank. International organisations, such as the ILO also request this information. There are extensive NSB statistics on the labour market that address these areas already, and these are not relevant to the justice and security module.

Information is collected on individuals, and linked to the records held in other organisations (social security, inspectorates, licensing authorities as well as the Employment offices) by the National Identity number. Currently data is received in hard copy and electronically, on MS-Excel spreadsheets). The Employment Department is developing (in collaboration with the Department of ICT) a new Labour Market Information System to allow their data providers to directly input this labour market information into the department's database. The new system is due for completion in February 2008.

From June 1<sup>st</sup> 2008, the Department is intending to establish a new Employment Tribunal to deal with grievance cases, removing such cases from the ultimate jurisdiction of the courts.

There are two types of cases which could potentially give rise to prosecutions, inspection cases and labour grievances.

In inspection cases, if following inspection the competent officer finds fault they can serve a notice to an employer to remedy the situation. If there is no satisfactory response then this could

potentially lead to a prosecution, although in most cases this will not be the norm and the issue would be resolved through negotiation.

In labour grievances, an individual registers a complaint against their employer which is registered and then a competent officer enters into negotiation with the parties concerned. If no solution is found then the case would pass to an Employment Tribunal and if following the tribunal's verdict there is still no resolution, the case could ultimately pass to the magistrates court. There are perhaps 80-100 grievance cases per year, with perhaps as many as 50 going to court. The new Tribunal system is intended to remove the role of the magistrates' court and allow the Tribunal to decide cases directly.

This may mean that a number of non-criminal cases currently dealt with by the magistrates court and counted by them will in future be dealt with by the new Tribunal and therefore to compare these latter cases should be recorded and reflected in the overall justice statistics.

The Employment Department would not see any problem in supplying data to NSB but would require advice on the form the data should take. It was suggested that this should cover the same data that would be required from the courts – e.g. volumes, outcomes and timeliness of cases broken down by a few key variables. NSB will advise the Employment Department on the precise requirement for these data.

### Seychelles Institute of Management

I asked to meet with an academic representative, to discuss the use of statistics in the Seychelles.

The CEO of the Seychelles Institute of Management is the academic representative on the NSB's User Council. The SIM is a para-statal organisation, and so has effectively been autonomous of political government since 2005. Its main functions are training, consultancy and research but the CEO hopes to develop the centre's analytical function and to publish reports. SIM also aims to develop from providing skills-focused training into broader educational qualification, including offering degree-level teaching.

A key requirement of statistics from SIM's perspective is to measure the performance of government and service delivery, and to do so in an independent, open and trusted way.

Statistical information needs to be available, and in an easily understood and accessible form. The SIM's study module on Public Administration looks at the work of government, but generally information is quite hard to find. Ministry officials do provide information, but sometimes it is necessary to cross many bridges before the information is able to be supplied. Outcome measurement by the NSB could therefore provide an essential source of data.

SIM has not previously had many students from or interested in the justice and security sector, but this is changing as one of the SIM's biggest new clients this year is the Seychelles Police Service. Also, local government administrators are SIM students who would also benefit from better understanding the issues facing their local communities, of which justice and security are one. NSB should seek to publish data relating to particular communities as well as national statistics, where appropriate, in order to provide a resource applicable to local administration and service delivery.

There appears to be a lot of information on Seychelles but it is currently quite difficult to find. When information is produced by NSB it should be made freely available, as openness and transparency are important. SIM makes use of the Government's website but has found that some areas are out-of-date or do not supply all of the information that is required. Some ministries are good, and the Central Bank and NSB were mentioned. SIM recognise that not all Ministries will have the resources to maintain their own websites.

As well as good data, users of statistics and the general public also want the stories behind the data, e.g. what are the statistics saying, and what do they mean. SIM would like to have their students and others write about numbers, as well as use them in studies. SIM undertakes some research, but at present usually market research for specific clients. They would like to increase their capacity to undertake more primary research, including to provide commentaries on new statistics that are published by NSB.

Good statistics would also be useful in a classroom setting, in providing data for students that relates to things they know, and which can be used as a tool for teaching students about numbers and how they can inform policy and operational management, for example. SIM are keen to teach record-keeping skills to administrators to ensure that public servants understand the value and purpose of maintaining accurate data. The need for honesty in the collation and presentation of statistics also needs to be emphasised, and this is also part of the purpose in teaching statistics. This data is seen as an important part of the country's information assets.

We discussed African Statistics Day and the uses that it could be put to enhance the general public's appreciation and understanding of statistics. Sharing crime and justice data with the police, and using it as the basis for teaching police officers, would also help those officers appreciate its use and relevance, and also value its collection.

The GDDS module (and this visit) could be helpful in encouraging information sharing between justice agencies – e.g. through the steering committee established for the programme. However, Mrs Larue also emphasised the need to ensure the representatives of the justice agencies were 'speaking the same language' when they spoke about statistics. The module steering committee could provide one route to helping its members understand and appreciate the perspectives of other agencies, and in particular why their statistics often needed to differ for good reasons (as well as agreeing ways of making data consistent, where that was appropriate).

A number of research studies were mentioned, on which I have requested Helena to obtain further information as these are relevant to the development of a victimisation survey:

- Good Governance Survey, looking at service delivery across different countries' public administration including confidence in justice agencies and perceptions of corruption (both of which could be potential topics for a victimisation survey). This is being overseen by UNECE. Work contracted out to an organisation in Mauritius, and unclear whether it has reported yet.
- Studies of violence and abuse against children (run by NCC), which used a small focus group approach on Praislin, and then a larger schools-based project including interviewing under-10s, which was potentially controversial.
- Studies of Family (domestic) violence by Social Development Division, which used a mail-out survey method but claims to have an 80% response rate (apparently this sort of response rate is typical in Seychelles, where the public

value being asked their opinions in this way). Analysis of this data is still underway.

### Probation

Probation services have only two computers at present within the department, operated by the administration section and mostly used for compiling descriptive reports although there is some data entry for internal management purposes. Information is held on manual case files and, apart from relatively limited monthly caseload statistics, there is no current ability to analyse other aspects of the caseload, outcomes and activity or performance and timeliness. There are no current plans or resources for a computerised case management system, although it is a priority for the department.

At present, probation officers report on the volumes of cases by a limited set of categories of referral at the end of each month, as well as some additional background information on types of visits and some other aspects of their work. Data is held on case files (there can be one or two individual clients in each case), which include personal information such as age/date-of-birth, location, offences committed, employment status, marital status, family size – some of which is entered into an MS-Excel spreadsheet which is then used to produce tables of statistics. They also hold in files records of programmes, court outcomes, visits made and referrals, along with the dates of these events, supervision of probationers and licensed prisoners, and breaches but any statistics on these matters could only be produced through time-consuming and resource-intensive trawls of the paper files.

There were plans to computerise the department 2-3 years ago, but these were shelved. Several rounds of restructuring have also put any computerisation plans on the back-burner. Marc was not aware of any current plans for IT development but considered this a priority in order to be able to analyse the caseload better, interpret performance – both of clients and of caseworkers – and to provide an evidence –base through which to measure the effectiveness of programmes, or to identify particular locations or types of offenders that might require additional or different interventions. Research requests for data, e.g. relating to domestic violence or child abuse cases, can only be assisted through manually trawling files.

The probation service also has a lot of interaction with a wide variety of government ministries – prisons, courts and police of course, but also housing, education and employment. Potentially, electronic links with all of these departments could be beneficial.

I was supplied with the monthly caseload report for December, which also provides the end-of-year totals (623 persons, in 348 cases). This reports on numbers of cases, individuals and males and females, and then breaks these down by the type of referral:

- Court referrals: adult probationer, juvenile probationer and community service or supervision order
- Probation reports: adult and juvenile
- Social Enquiry reports for breach of the peace

- Other referrals: pardon/probationer and license/supervision
- Family Tribunal referrals: custody/access/removal cases, parental maintenance cases and juvenile review cases
- Non-court referrals: breach of the peace and juvenile

At present, this caseload summary is probably the only practical data source to describe the work of the probation services, and the annual summary statistics would seem suitable for inclusion as the initial contribution from probation on their work for the NSB report on crime and justice.

In the past the Ministry has been reluctant to release information, unsurprisingly as much relates to individuals. Any request for data should be submitted by NSB to the PS in order to formalise the arrangement. However, there appears to be no reason why annual caseload statistics, and others if/when these are available, should not be provided and published annually.

### Courts

Currently statistics produced by the court are very limited. Each year in September at the time of the opening of the Supreme Court, statistics are produced for the Chief Justice on the numbers of civil and criminal cases filed, numbers disposed of in the previous year and numbers pending. The data has to be compiled by each section manually, but the Assistant Registrar believes that this data will exist for the last 5 years at least and could be extracted from the records in order to provide an initial statistical picture of the business of the Court. NSB offered to provide a standard form for collecting this information in a consistent way from each court section, if this would assist. NSB and the Court will work together to identify what can be produced at present and to compile this information.

The Registrar sees a strong need for computerisation of the court process, in order to improve the efficiency of the court and to make available better management and other forms of information to assist the court in dealing with its cases. The Directorate of ICT have developed a programme, and is currently waiting for the Registrar to convene a meeting for a demonstration – and this has only been delayed because certain key individuals in the courts are still on leave, but it should take place very soon. The demonstration will initiate user acceptance testing. Court staff will also need training in the use of the system, but the Registrar has already provided access to computers and has sent some staff to the Seychelles Institute of Management for training, and is committed to providing more training as is necessary. The introduction of the new IT system will need careful management to ensure that it happens smoothly, and quickly.

The courts recognise the need to input existing cases as well as new ones. New hearings will require inputting of the full registration details for that case, but this may still lead to a large number of cases sitting ‘off-line’ for some time. The court were advised to adopt a strategy that might enable a full statistical report for 2008 to be produced as a priority, capturing not only new cases but also those which were received or disposed of in the early part of the year prior to the introduction of the computerised records.

NSB will need to work with the court on presentation of this data. For example, whether to simply record volumes by type for particular calendar years, or to present the cases disposed of by year of receipt and by year of disposal (which can often be some time apart).

Some of the benefits of the new system should include enabling the court to produce analyses based on a much wider range of variables, such as offence type, type of case, offender and victim details and types of convictions. Currently this is not possible. The new system should also produce regular management reports for the court, and the Court would welcome the opportunity to share these with the Police, Attorney General's Office as well as with the wider public, for example through a Statistics Bureau bulletin on crime and the justice system.

The court recognises that it is often criticised for delays in cases, but welcomes the opportunity to present the reasons for delays, and to improve the general understanding of the reasons for delays. Good management information from the new IT system should also help the court to produce evidence on the reasons for delay, and to start working with other agencies to help address the problems they face, and that are affecting all areas of the system. Rather than the absence of information leading to 'blame' – the existence of information should become a prompt for all parties to work to resolve the problems.

We discussed some of the sorts of data that might help identify particular problems in the system which were giving rise to delay. Although hearings can take place at different times for many reasons, it was thought that the Time to First Appearance might provide a good indicator as to how effectively the court is administering the first part of the prosecution process, or whether this is an area for concern. Similarly, information on the reasons why hearings are postponed or abandoned should be collected so that the reasons can be identified – for example, if witnesses fail to appear, this could identify a problem that other agencies could help the courts to solve. The court should consider further how it can use the new information it will shortly hold to identify the reasons for delay, and to work with other partner agencies to address these.

## **ANNEX C: Summary of Crime and Justice in Seychelles from existing statistical information**

In order to assess the quality of information on crime and justice available from current sources I requested the annual Statistical Abstracts from 1977 to 2005. From this information I was pleased to be able to prepare the following picture of crime in Seychelles. In discussions with the NSB and justice agencies the picture presented appears to reflect their own understanding of the country situation.

It was clear from these reports that there have been occasional reviews of the crime list, and these provide confidence that the police have been concerned with problems with interpretation and have kept these statistics under review.

The two key changes were in 1993 and 2000. In 1993, a new crime list was introduced to include drug offences and to separate robbery from the larger category of theft and to remove road traffic offences from the count of crime. The latter had a particularly serious impact on the statistics, as these traffic offences were numerically large but also fluctuated considerably from one year to the next. In the analysis below Police statistics were adjusted to provide a more consistent trend, by removing traffic offences (this is recommended for any presentation of this historic data), and by introducing some standard crime groupings. In 2000 further changes were made and a revised crime list introduced, although with less impact on the overall numbers.

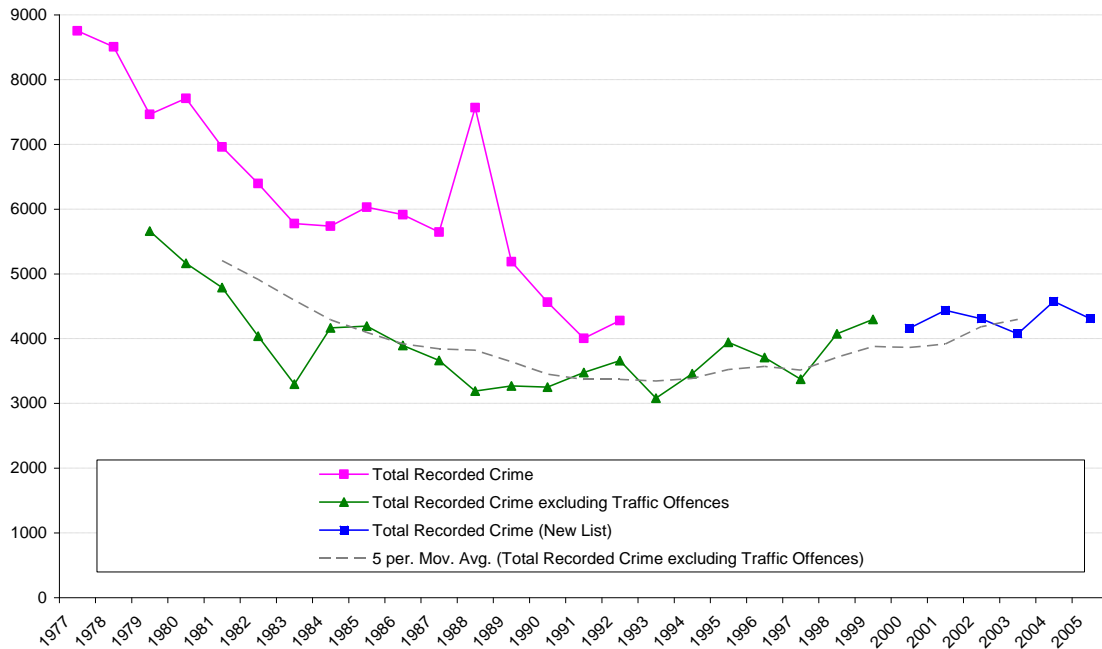
The analysis offered here might provide a basis for further enhancement of the routine statistical reporting of crime in Seychelles.

Jon Simmons  
January 2008

## Crime in Seychelles

Recorded Crime in Seychelles fell from the late 1970s through to the early 1990s, then appearing to rise slightly until the early 2000s since when it has been broadly stable.

**Recorded Crime in Seychelles, 1977-2005**

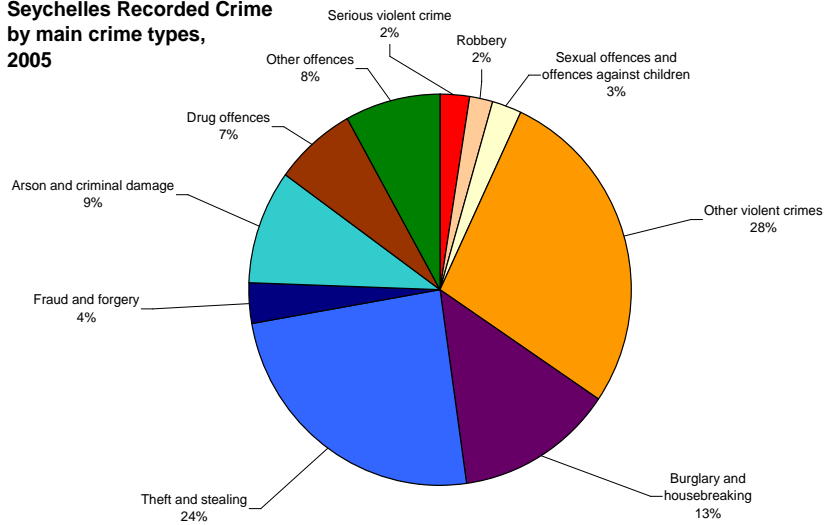


(Source: Seychelles Annual Statistical Abstracts 1977-2005)

In 2005, the latest year for which data has been published,

- Half of all recorded crime related to property crime
- A further 35 per cent related to crimes which could be categorised as violent or threatening to the person, with the remaining 15 per cent split between drug and other offences
- Of the 1,482 recorded violent crimes in 2005, four fifths (80%) comprised less serious violent offences, such as assaults occasioning bodily harm and threats of violence. The remaining 20 per cent were roughly evenly split between sexual offences, robberies and the most serious violent crimes (wounding, grievous harm, murder and manslaughter). There were only one murder and one manslaughter recorded in Seychelles in 2005.

**Seychelles Recorded Crime by main crime types, 2005**



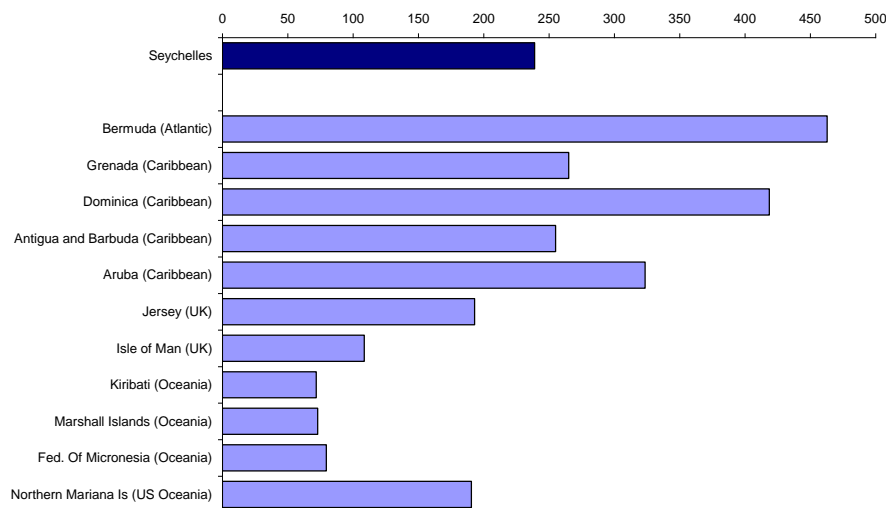
*(Source: Seychelles Annual Statistical Abstract 2005)*

The Prison Population in Seychelles in 2007 was [215], including untried prisoners. This latter category made up around one third of the total.

*(Source: Seychelles Department of Internal Affairs management report)*

According to the World Prison Population List, the imprisonment rate in Seychelles is not out of line with other small island states of a similar size.

**Prison Population rate per 100,000 in Seychelles and other similar small island states**



*(Source: World Prison Population List, 7<sup>th</sup> edition – King’s Coll., London)*

## **ANNEX D: ADDITIONAL RESOURCES**

*(and hyperlinks to their internet locations)*

National Statistics Bureau website: <http://www.nsb.gov.sc>

Seychelles in Figures ([2007 edition](#))

National Statistics Bureau Act, 2005 ([here](#))

General Data Dissemination System (GDDS) project - [Update on NSB website](#)

Annual Statistical Abstracts, 1977 to 2006 (available in hard copy at NSB)

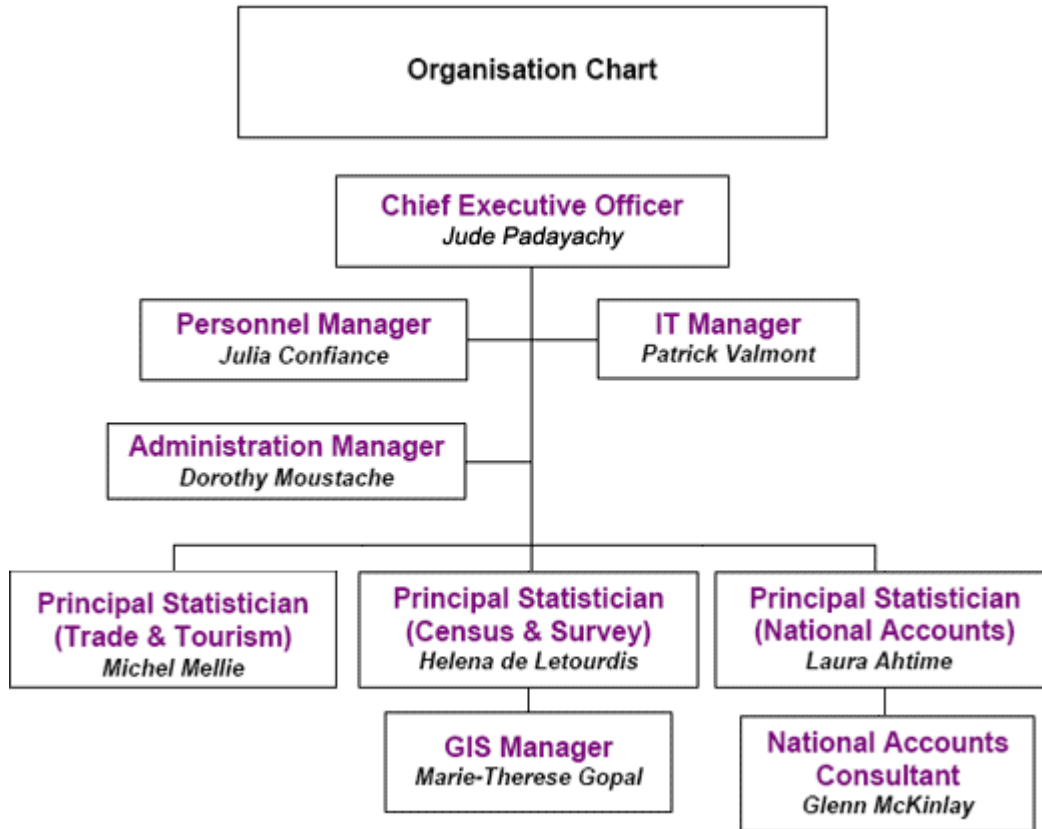
Seychelles Government ICT Strategy: <http://www.ict.gov.sc/homecnt/strategic.aspx>

World Prison Population List ([7th Edition](#))

[UN Manual for the development of a Criminal Justice Statistical system \(2003\)](#)

[Police recorded crime data and the Home Office Counting Rules for England and Wales](#)

## ANNEX E: NATIONAL STATISTICS BUREAU OF SEYCHELLES



## **Annex F TOURISM SURVEY QUESTIONS ON CRIME AND SECURITY**

*The Expert suggests the following set of questions would be suitable for trialling in the next Tourism survey, covering all departing visitors in one week at the end of March. Questions would need to be finalised by the beginning of March in order to ensure that the tourism survey could adopt them. The first sweep would be an opportunity to pilot these questions (or others), but would in this expert's opinion be capable of providing some good initial information on the susceptibility of visitors to the islands to threats to their person or their property.*

*The Tourism section see no difficulty in introducing questions in this way, and in carrying out the interviews at the airport with existing field staff. The returns would need to be collated and analysed by the Social Statistics and Surveys section. There may be issues regarding competition for survey space for future sweeps, for example if there was a need to run a further module on crafts, as has previously occurred.*

*The sample frame will need to be considered – to check which groups are selected, and how represented, e.g. is it a family group, would it include grandparents, what about wider touring parties and so forth.*

### **EXAMPLE TOURIST SAFETY AND SECURITY QUESTIONNAIRE**

#### **[INTRODUCTORY]**

**I would now like to ask you a few additional questions regarding your safety and security while you were in Seychelles, and that of the family or group you are travelling in e.g. your immediate family group (yourself, partner and children) rather than any wider touring group.**

#### **[PERSONAL SAFETY]**

- 1. Did you [or anybody in your party] at any time during your stay feel concerned about your personal safety?**

**By personal safety we mean threats to you as an individual rather than your property.**

**YES/NO**

**[IF YES → QU.2, IF NO → QU.7]**

**2. Were you [or anybody in your party] attacked or hit during your stay ?**

**YES / NO**

**[ALLOW VISITOR TO COMMENT ON ANY INCIDENTS]**

**3. Did you feel threatened at all by anybody during your stay?**

**YES / NO**

**4. Did you feel worried for your own safety at any time, although not actually attacked or threatened?**

**YES/NO**

**5. Thinking about the most serious incident that occurred, could you tell me when it occurred?**

**IN DAYLIGHT/AT NIGHT**

**6. And thinking about the same incident, could you tell me where it occurred? Was it**

- AT THE BEACH**
- IN THE CAPITAL VICTORIA**
- ON THE STREET OR IN A PUBLIC PLACE OUTSIDE VICTORIA**
- IN A HOTEL?**
- IN SOME OTHER PRIVATE ESTABLISHMENT (E.G. A RESTAURANT, BAR, SHOP OR CLUB?)**
- ANYWHERE ELSE?**

**7. Now I would just like to ask you a question regarding your belongings [and those of your immediate family] during your stay. Did you at any time during your stay in the Seychelles lose any property or any of your belongings?**

**YES/ NO**

**[IF YES → QU.8, IF NO → QU.12]**

**8. How many separate incidents of loss did you experience? E.g. if a number of items were lost at the same time, just count this once.**

**[NUMBER OF INCIDENTS]**

**9. Can you tell me what items you lost?**

**[OPEN QUESTION. RECORD ALL ITEMS E.G. MONEY, TRAVELLERS CHEQUES, CREDIT CARDS, JEWELLERY, CAMERA, CLOTHING ETC]**

**10. Do you believe that any of these items were stolen, or do you believe they were lost? Just tell me your feelings regarding this, e.g. what seems most likely to you given the circumstances, even if you cannot be entirely certain whether it was stolen or lost.**

**STOLEN / LOST**

**11. Do you know where this item was lost or taken? Was it**

- AT THE BEACH**
- IN THE CAPITAL VICTORIA**
- ON THE STREET OR IN A PUBLIC PLACE OUTSIDE VICTORIA**
- IN A HOTEL?**
- IN SOME OTHER PRIVATE ESTABLISHMENT (E.G. A RESTAURANT, BAR, SHOP OR CLUB?)**
- ANYWHERE ELSE?**

**[EITHER END THERE AND THANK THE RESPONDENT, OR ASK ONE FURTHER QUESTION, FOR EXAMPLE...]**

**12. One final question. Were you at any time during your stay asked if you wanted to exchange foreign currency outside of a bank or official currency exchange facility?**

**YES / NO**

**13. Was this:**

- ON THE BEACH?**
- IN A TOWN?**
- IN YOUR HOTEL OR ANOTHER PRIVATE ESTABLISHMENT?**
- MORE THAN ONE TYPE OF LOCATION?**

**[END]**

**Thank you very much for your assistance.**

**I hope you have a pleasant journey home.**

## ANNEX G: A SEYCHELLES CRIME VICTIMISATION SURVEY

The following reports on the discussion between Jon Simmons, the crime and justice expert, and Helena de Letourdis, Survey Statistician at NSB, on the practical issues for Seychelles in considering launching their first crime victimisation survey.

- Seychelles propose to use bespoke face-to-face methodology. As the household expenditure survey has now been run it is no longer possible to use this option. The resourcing of a face-to-face household survey involving potentially ten per cent of the population is a significant task and needs significant planning.
- If running a survey proves feasible in 2008, a further survey would probably only be possible four years later, e.g. around 2011/12 due to commitments to undertake the next population census and agricultural census. A gap of four years would be consistent with the ICVS and the early years of the BCS, so seems acceptable.
- A 2008 survey could provide useful new data on
  - levels of victimisation on specific household (*burglary, thefts of household property, thefts off/from vehicles, criminal damage to home*) and personal crime (*violence, robbery, theft of personal property*) types to inform policing on areas that are not routinely brought to their attention,
  - the proportion of the crimes experienced by the public that are reported to the police, and different aspects of the police response,
  - some broad comparability with other countries that have run victimisation surveys,
  - measures of fear of or worry about crime and confidence in the police between different types of people, to help the police develop out-reach to those parts of the community,
  - levels of concern over fraud and corruption,
  - a baseline against which to measure trends in all of these areas.
- Additionally, it would be feasible to measure attitudes to illegal drug use, and perhaps some additional policy issues, if this was desired by the Ministry of the Interior.
- It is not recommended to address wider confidence in the criminal justice system, except for those areas where the public could be expected to have a rationale view and some degree of experience. However, it would be possible to include alongside questions about confidence in the police, other questions relating to other areas of government or public service. (These should probably begin the survey, so that the respondents' views are not clouded by having thought about crime and safety matters).
- It is not recommended to measure sex crime, or inter-family violence, or personal drug use in the first sweep of the victimisation survey. These are controversial

topics and could undermine the public's confidence in the survey in its initial round. However, these are all potential topics for future surveys (if handled appropriately).

- In launching the survey, it needs to be recognised that as a survey of residents living in households it cannot measure certain things: murder (resident no longer living), crimes against tourists (see proposals for a survey of tourists), crimes against people who do not live in a normal household (prisoners in prison, people living in institutions), crimes against businesses (except small sole-traders working from their own home or where the line between household and business property is blurred), crimes against public sector property (damage to buildings, thefts from offices etc), and victimisation of those below the age cut off (e.g. younger children).
- A variety of survey methods and questionnaires exist to draw on. Although Seychelles propose to use a face-to-face method, like the British Crime Survey, my recommendation would be to begin with the International Crime Victimization Survey questionnaire as although designed for telephone interviewing this provides a simpler structure, meets international standards and its coverage would be more readily comparable with other countries. (A French translation also probably already exists)
- Question choice and questionnaire design need to reflect Seychelles' own specific needs - policy or social concerns (current policy issues), local culture (willingness to respond to certain questions, for example) and local circumstances (practicalities of interviewing in households).
- Piloting of questions before launching the survey is essential to check that they are readily understood, and not overly burdensome or unacceptable to respondents.
- Need to consider sample size. Recommended minimum would be for 1200 households – which is close to the minimum level for a local area survey. This number of households will potentially provide at least twice that number of individuals (if all persons are interviewed in each household) which should be sufficient for some broad estimates. It would represent between 5 to 10 per cent of all Seychelles households. Sample size will depend on the intended outputs, and acceptable confidence intervals, and whilst 1000 respondents would be sufficient for attitudinal questions, this size survey could compromise the ability to report on victimisation and reporting rates for specific crime types. *For example, if the robbery victimisation rate is found to be one per cent (e.g. one in a hundred residents is a victim of a robbery in any year), then in a sample of 2000, the estimates for robbery would be likely to be based on only 20 survey responses, which is a very small number. Results based on such small numbers – common for the rarer crime types – will be unreliable or difficult to interpret.*

- Sample composition. The sample needs to be a random probability sample, and representative of the general population (characteristics determined by the envisaged outputs – but probably representative at most according to 3 Geographic divisions (Mahe, Praislin and Le Digue), male and female, and perhaps four age groups. It may be possible to apply weighting to some results to ensure the results are representative of the population breakdown, if there are imbalances in response between different sub-samples.
- The age cut-off will need to be decided, but 12 would seem appropriate in this context. If measuring violence against under-16s it is recommended to try to identify the offender-victim relationship (beyond the familial) so that bullying between youths of similar ages can be differentiated from stranger or more serious violence.
- The number of individuals to be interviewed in each household, and how to randomly select so the sample remains representative, needs to be determined. Interviewing only one person per household limits the respondent burden, but given the large proportion of the population who will need to be involved may be insufficient to produce a sufficient sample.
- Seychelles should begin by looking at the latest ICVS questionnaire, but should not feel obliged to cover all questions or to limit themselves to those in that form. The questions should be those that are relevant to the situation in Seychelles, and care also needs to be taken to limit respondent burden (as extending the questionnaire time can jeopardise response rates, if households are put off participating).
- A sample survey can only provide estimates for the things that it is measuring. It is not a precise count, nor is it a census. When publishing results, there should be an indication of the confidence intervals and reliability of estimates presented, using standard statistical methods. It is not necessary to publish each individual statistic, and efforts should be made to make the results more useful and accessible, for example by grouping responses or breakdowns when individual results do not provide sufficiently reliable estimates or clearly interpretable results.

## **ANNEX H: THE SEYCHELLES DEPARTMENT OF INFORMATION COMMUNICATION TECHNOLOGY (DG-ICT) STRATEGIC PLAN (2007)**

**The most relevant sections of the Seychelles' Government ICT Strategy objectives are:**

- **To connect all government departments to the Electronic Government Network (EGN) in order to allow for secure integration of the various information systems of government:**

This network will connect not only all the Government Department headquarters but also all the extensions of Government at the community level (e.g. District Administration Offices). In order to accelerate the deployment of this network, a combination of out-sourcing and in sourcing of works and services will be used. Part of this strategic is also to implement a government-wide intranet on EGN where Government officers can access to find relevant information and services internal to Government itself.

- **To computerize the core processes of Government Departments with appropriate information systems:**

This involves working in close collaboration with the different government Departments and agencies on order to implement information systems that are relevant to their needs and supports the delivery of their core services. These systems will also focus on the capture of information, their processing and presentation in a manner to support the decision-making processes of Government. In order to accelerate the deployment of these systems a balance of in sourcing of parts of the system development cycle will be used. It is targeted that at least 75% of the Government Departments will have been computerised in the above manner by 2010.

(Source: <http://www.ict.gov.sc/homecnt/strategic.aspx>)