
STATES OF JERSEY



CRIMINAL INJURIES COMPENSATION BOARD: REPORT AND ACCOUNTS FOR 2014

Presented to the States on 10th March 2015
by the Minister for Home Affairs

STATES GREFFE

REPORT

The Jersey Criminal Injuries Compensation Scheme came into force on 1st May 1991.

Some facts and figures

During the 23 years which the Scheme has been in operation, the number of applications received has varied from year to year, from 44 in 1992 (the first full year of operation) and 36 in 2014, with applications peaking in 2001 at 106. Consequently, 2014 has seen the second lowest number of applications received in a full year since the inception of the Scheme (2013 saw 2 fewer applications). However, compensation paid to applicants each year increased from £45,840 in 1992 to a 'high point' of £540,849 in 2013 (£241,700 was in 2014), with a total of just over £5 million now having been paid. Currently, overall, 16% of compensation (representing 40% of applications received) is paid in amounts of up to £3,000; compensation of just over 53% of the total amount has been paid to 6% of applications which have resulted in awards of £10,000 or more; whilst a further 36% of applications result in a nil award. The overall annual average award in 2014 was £3,002 (excluding awards of £10,000 or more, the average award falls to £1,490). Just over 6% of the applications received to date were from Police Officers, the majority of whom were 'on duty.' To date, a total of 123 applications (approx. 8.3% of all applications submitted) have been received for a hearing ('appeal'). The current minimum award of compensation (before deductions) is £1,500 (set in 2009); and the maximum (set in 1998) remains at £100,000.

Background

1. The States, on 4th December 1990, approved a draft Act (R&O 8143, as subsequently amended by R&Os 8239, 8497, 8769, 9234 and 51/2002) establishing a Scheme to provide compensation for victims of crimes of violence to replace the Scheme set out in the Act of the States dated 12th May 1970 (R&O 5350). On 10th September 2009, the States adopted a revised Scheme (P.113/2009) which consolidated all previous amendments and incorporated a number of further changes recommended by the Board; and most recently – on 2nd May 2012 - the States adopted the current, further revised Scheme. Article 10(a) of the 1990 Act sets out the scope of the Scheme, the essence of which is as follows –

the Board may make *ex gratia* payments of compensation in any case where the applicant or, in the case of an application by a spouse or dependant, the deceased –

- (i) sustained, in the Island or on a Jersey ship, personal injury directly attributable to a crime of violence (including arson or poisoning) or the apprehension or attempted apprehension of an offender or a suspected offender or to the prevention or attempted prevention of an offence or to the giving of help to a police officer who is engaged in any such activity; or

- (ii) sustained personal injury directly attributable to a crime of violence (including arson or poisoning) in respect of which a court in the Island has jurisdiction by virtue of section 686 or 687 of the Merchant Shipping Act 1894 or such enactments as from time to time replace them.
2. In 1992, the then Defence Committee, conscious of the limitations of the 1970 Scheme (which provided for compensation only in cases where members of the public came voluntarily to the aid of another member of the public or the police and were injured in so doing), widened the scope of the Scheme to include crimes of violence generally. The 1990 Scheme came into force on 1st May 1991 in respect of injuries suffered on or after that date. Applications in respect of injuries suffered before 1st May 1991 are dealt with under the terms of the 1970 Scheme.
 3. The current version of the Scheme, as well as the guide to the Scheme (entitled “Victims of Crimes of Violence”), incorporates all the amendments to the Scheme since its inception in the form of the Revised Scheme which was adopted by the States on 2nd May 2012.

Membership of the C.I.C.B.

4. The Criminal Injuries Compensation Board comprises Advocate C.J. Dorey (Chairman, from June 2006), Advocates R.J. Michel and L.M. Gould (former Chairmen), Advocates A.S. Regal, D.J. Benest, Advocate M.E. Whittaker, Advocate C. Hall and Advocate L.K.A. Richardson – these are the members who are “advocates or solicitors of the Royal Court of not less than 5 years’ standing” [Article 4(a) of the Scheme] – and ‘lay’ members Mr. M.A. Payne, Mrs. C.L. Jeune, Dr. G. Llewellyn and Mrs. J. Carlin. The Minister wishes to record her appreciation to all members of the Board for the work they have undertaken. Current Board members were reappointed by the then Minister for further periods ranging from 2 to 5 years from 1st May 2012; and from one to 4 years from 1st May 2014. Following a review of the method of appointing to the Board, vacancies for lay members are advertised in accordance with Appointments Commission guidelines and expressions of interest considered, leading to candidates being shortlisted, interviewed and selected by a panel comprising the Jersey C.I.C.B. Chairman and a representative from each of States Human Resources and the Appointments Commission. Two lay members were re-appointed during 2014 as their ‘staggered’ terms of office had expired. Any vacancy which arises for a legally-qualified member is circulated to the Law Society of Jersey for dissemination throughout those in the legal profession with the requisite experience, and thereafter the candidates are interviewed and selected in a similar manner to the lay members. Three vacancies for legally-qualified members will arise in 2015.

Withholding or reducing compensation

5. Under Article 15 of the Scheme, the Board may withhold or reduce compensation if it considers that –
 - (a) the applicant has not taken all reasonable steps to inform the police;

- (b) the applicant has failed to give all reasonable assistance to the Board;
- (c) having regard to the conduct of the applicant before, during or after the events giving rise to the claim or to his character and way of life, it is inappropriate that a full award, or any award at all, be granted; and

furthermore, compensation will not be payable –

- (d) if the injury was sustained accidentally, unless the Board is satisfied that the applicant was at the time taking an exceptional risk which was justified in all the circumstances.

Operation of the Scheme in 2014

6. The Board received 36 applications for the award of compensation under the 1990 Scheme during the period 1st January to 31st December 2014. Because of the length of time it sometimes takes to finalize an award, not all applications are concluded in the calendar year they are received. Examples of the nature of applications and awards made in 2014 are as follows –
- (a) The applicant, A, was sexually assaulted, repeatedly, as a child. These historic assaults had a major psychological impact on the life of A. Her schooling was affected, as was her integration within the family unit, her employment, her previous and current relationships and her ability to trust. Her self-esteem suffered. The Board awarded £17,000 for the psychiatric damage.
 - (b) The applicant, B, was punched in the face, stabbed in the leg and otherwise beaten: he sustained 13 distinct injuries. It subsequently transpired that the right knee cap was broken. B sustained various out of pocket expenses, including loss of earnings. The Board awarded £4,500 by way of general damages and £413 special damages. However B (who had left Jersey after the assault) had received supplementary welfare allowance of £2,300 from the country where he was then residing and this had to be deducted from the gross award, giving a net figure of £2,613.
 - (c) The applicant, C, stated that he was attacked from behind with such force that he fell to the ground, with his knee cap hitting a step. He stated that he was thereafter punched and kicked and ended up bruised all down the right hand side of his body. The Police investigated and made door-to-door inquiries but no assailant was identified. Even if no one is prosecuted an applicant can be successful in seeking an award if he can produce evidence (on the balance of probabilities) that he was a victim of a crime of violence. In this case there was no independent evidence of any assault, and certain of the medical evidence did not substantiate the alleged assault in the manner described by C. The applicant was intoxicated at the time and the injuries could have occurred by him falling over. Accordingly C failed to establish that he was a victim of a crime of violence.

- (d) The applicant, D, was kicked in the head by an unknown individual. There were witnesses to confirm the assault. He needed 5 stitches to a cut, and suffered bruising around the eye. He recovered within a few days. The Board found that he was the victim of a crime of violence, but that the injuries were such that they would fall below the minimum level allowed under the scheme of £1,500 and accordingly there was a nil award.
- (e) The applicant, E, was punched and kicked repeatedly. He sustained bruising and damage to his nose which required operative treatment. The injuries were such that the Board would have awarded £3,750 for general damages. E also claimed loss of earnings: he was self-employed and claimed that his earnings loss was ongoing. The Board repeatedly requested details of earnings but received no replies to such requests. Eventually E was informed that unless the required information was provided within 28 days his application would be dismissed under Article 15(b) for failure to provide reasonable assistance to the Board. The information was still not provided, and accordingly the application was dismissed.
7. The Board received 3 requests for hearings during 2014, (all of which related to claims where the applicant had appealed against the decision of the 2-member Panel's initial award). During 2014, the Board held 2 hearings and in one case, the nil amount initially awarded was upheld, with the other remaining unresolved and further information being sought to enable the application to be determined at a later date.
8. Of the 1,475 applications received since 1st May 1991 – 1,411 had been resolved as at 31st December 2014. Of the 64 applications in the process of resolution at the end of 2014, 2 related to hearings which remained unresolved, 11 had received awards which included an element of interim payment and 16 others had been determined which awaited acceptance by the applicant. A total of 35 applications awaited reports and/or further information.
9. Alcohol-related incidents. The Board receives many applications in which drink has been a substantial cause of the victim's misfortune. From information available on the 36 applications received in 2014, 15 of those (that is 42%) involved the consumption of alcohol by either the assailant or the victim. Many of these incidents occurred in places and situations which the victims might have avoided had they been sober or not willing to run some kind of risk. In such circumstances the Board may make an award but only after looking very carefully at the circumstances to ensure that the applicant's conduct "before, during or after the events giving rise to the claim" was not such that it would be inappropriate to make a payment from public funds.

Statistical information

10. **Appendix 1** sets out statistics on activities during the period 1st January to 31st December 2014, relating to claims made under the Criminal Injuries Compensation Scheme.

11. **Appendix 2(a)** shows, in the form of a bar graph, the rate of applications received during 2014 (36); and **Appendix 2(b)** shows in tabular form month by month, the total number of applications received annually from 2004 to 2014.
12. **Appendix 3** shows the range of awards made by the Board during the period 1st May 1991 to 31st December 2014.
13. **Appendix 4** shows the accounts of the Board for the period 1st January to 31st December 2014 and for the years 2006 to 2013, for comparative purposes.
14. The Board was generally satisfied with the working of the 1990 Scheme, as amended. For 2014, funding of the Scheme was provided from the budget of the Home Affairs Department, although Article 6 of the Scheme does state that all payments made and expenses incurred will be paid out of the general revenue of the States. The Board notes that in relation to its recommendation made in 2002 that there should be an increase in the maximum award (which has remained at £100,000 since 1998) to £250,000 in order to bring it closer in line with similar awards made in respect of common law damages, the then Minister for Home Affairs – answering an oral question asked of him in the States on 5th April 2011 – indicated that: *“In the present circumstances in which this Assembly has agreed to find cuts in existing public expenditure of the order of £65 million over 3 years and where there are significant pressures to increase public expenditure in a variety of areas, I am not able to recommend to the States an increase in the maximum award of £100,000.”* There has been no further progress on the recommended increase. It is worthy of note that, in recent years, a number of substantial awards have been made – some in the maximum sum of £100,000. Had the Board’s recommendation that the maximum award payable under the Scheme be increased been implemented, and the necessary budget provided, it is likely that the award payable to some applicants who are presently limited to receiving £100,000 would have been significantly higher. The Board remains concerned that some very deserving applicants are suffering considerable hardship as a result of this failure to increase the maximum award. In relation to Article 43A of the Scheme whereby (w.e.f. 10th September 2009) awards are required to be accepted within 6 months of their notification to applicants, after which time they will lapse, 3 awards (totalling £11,024) lapsed during 2014 under that provision.

APPENDIX 1

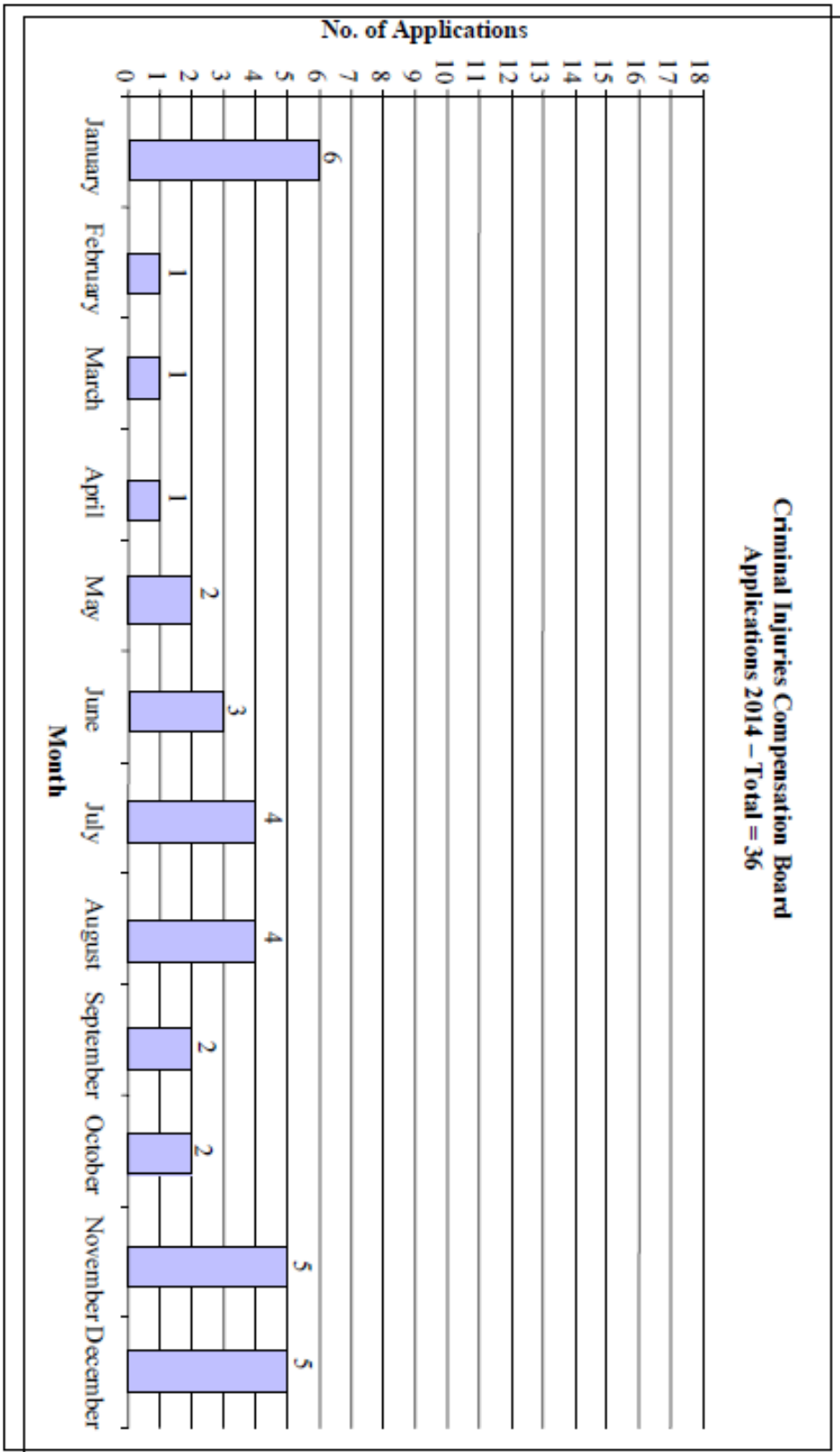
RATE OF APPLICATIONS 1ST JANUARY TO 31ST DECEMBER 2014

Month	Received	Applications on which reports sent to Board	Applications determined	Amount awarded £
2014				
January	6	2	7	39,025
February	1	2	4	5,077
March	1	3	9	51,308
April	1	2	3	9,577
May	2	–	4	20,675
June	3	2	3	19,932
July	4	3	3	15,781
August	4	4	3	19,308
September	2	1	2	17,465
October	2	1	1	5,250
November	5	6	5	17,681
December	5	7	4	2,100
	36	33	49	228,279

[£228,279 ÷ 49 = £4,659 – average award for 2015]

NOTE: The figure for the total “Amount awarded” in this Appendix does not match the figure for the total “Compensation paid” in Appendix 4 because some awards are not paid until the following year and/or some payments relate to awards made in a preceding year.

APPENDIX 2(a)



APPENDIX 2(b)

CRIMINAL INJURIES COMPENSATION BOARD

Applications received for the period 1st January to 31st December 2014
 (and comparative figures for 2004 to 2013)

	2014	2013	2012	2011	2010	2009	2008	2007	2006	2005	2004
January	6	2	3	3	4	2	7	5	2	5	3
February	1	5	8	2	4	3	7	9	4	3	8
March	1	4	4	7	7	6	4	3	5	6	4
April	1	1	4	2	6	8	2	4	5	3	11
May	2	5	3	9	6	3	3	5	7	4	5
June	3	1	2	8	2	5	2	2	3	5	9
July	4	7	4	2	10	4	1	4	11	3	10
August	4	2	3	6	4	3	6	3	5	4	2
September	2	2	2	5	8	4	2	6	6	8	5
October	2	1	6	2	3	3	4	9	8	2	4
November	5	2	6	7	4	7	3	5	7	5	5
December	5	2	1	-	1	3	3	5	7	2	6
	36	34	46	53	59	51	44	60	70	50	72

APPENDIX 3

RANGE OF AWARDS 1ST MAY 1991 TO 31ST DECEMBER 2014

Total number of applications received =1475

Total number of applications determined = 1441*

nil	£1 to £999	£1,000 to £1,999	£2,000 to £2,999	£3,000 to £3,999	£4,000 to £4,999	£5,000 to £9,999	£10,000 and over	TOTAL	Annual average
1991	£	£	£	£	£	£	£	£	£
0	–	1,706	–	–	–	–	–	1,706	1,706
(–)	(–)	(1)	(–)	(–)	(–)	(–)	(–)	(1)	
1992									
0	3,901	8,160	5,452	3,886	–	5,899	–	27,298	1,187
(7)	(6)	(6)	(2)	(1)	(–)	(1)	(–)	(23)	
1993									
0	3,919	8,985	17,444	6,641	–	11,500	53,084	101,573	3,174
(5)	(6)	(7)	(7)	(2)	(–)	(2)	(3)	(32)	
1994									
0	10,411	8,728	14,735	9,678	17,900	28,121	–	89,573	1,791
(11)	(16)	(6)	(6)	(3)	(4)	(4)	(–)	(50)	
1995									
0	10,000	8,095	2,438	10,254	17,346	13,690	–	61,823	1,288
(16)	(17)	(5)	(1)	(3)	(4)	(2)	(–)	(48)	
1996									
0	13,485	18,183	28,131	20,289	9,232	48,573	131,248	269,141	2,691
(28)	(19)	(13)	(11)	(10)	(3)	(7)	(9)	(100)	
1997									
0	6,608	10,557	18,216	6,825	4,500	33,178	–	79,884	1,331
(28)	(9)	(7)	(8)	(2)	(1)	(5)	(–)	(60)	
1998									
0	11,896	27,984	16,412	22,338	9,047	50,272	53,320	191,269	1,708
(48)	(20)	(19)	(7)	(7)	(2)	(7)	(2)	(112)	
1999									
0	10,897	16,829	19,312	9,938	–	37,360	34,744	129,080	1,594
(34)	(16)	(12)	(8)	(3)	(–)	(6)	(2)	(81)	
2000									
0	11,874	14,080	15,904	20,157	13,112	35,361	180,491	290,979	2,825
(46)	(18)	(11)	(6)	(6)	(3)	(5)	(8)	(103)	
2001									
0	16,035	17,367	11,920	21,084	4,612	77,468	141,400	289,886	2,761
(42)	(23)	(13)	(5)	(6)	(1)	(11)	(4)	(105)	
2002									
0	11,930	13,533	19,772	6,437	13,829	27,177	38,995	131,673	1,756
(29)	(16)	(10)	(8)	(2)	(3)	(5)	(2)	(75)	
2003									
0	6,465	11,133	20,390	7,612	8,485	33,883	65,715	153,683	1,945
(43)	(9)	(8)	(8)	(2)	(2)	(5)	(2)	(79)	
2004									
0	4,783	10,669	19,784	13,919	31,581	67,240	93,294	241,270	2,838
(34)	(7)	(7)	(8)	(4)	(7)	(11)	(7)	(85)	

nil	£1 to £999	£1,000 to £1,999	£2,000 to £2,999	£3,000 to £3,999	£4,000 to £4,999	£5,000 to £9,999	£10,000 and over	TOTAL	Annual average
2005									
0	4,909	17,889	19,115	10,698	12,142	51,997	74,650	191,400	2,622
(28)	(7)	(13)	(8)	(3)	(3)	(7)	(4)	(73)	
2006									
0	6,570	9,608	14,698	3,972	26,214	45,029	334,241	440,332	6,290
(27)	(9)	(7)	(6)	(1)	(6)	(6)	(8)	(70)	
2007									
0	3,022	5,815	9,829	19,819	13,327	75,558	110,246	237,616	3,895
(23)	(4)	(5)	(4)	(6)	(3)	(12)	(4)	(61)	
2008									
0	3,345	19,642	24,306	6,359	12,921	73,454	137,956	277,983	3,519
(23)	(6)	(15)	(10)	(2)	(3)	(11)	(9)	(79)	
2009									
0	1,550	12,531	22,196	10,071	4,000	17,000	242,209	309,557	5,528
(19)	(3)	(9)	(9)	(3)	(1)	(3)	(9)	(56)	
2010									
0	1,376	12,537	10,844	22,355	4,526	55,111	305,886	412,635	6,877
(25)	(2)	(8)	(5)	(6)	(1)	(8)	(5)	(60)	
2011									
0	1,685	6,213	17,902	10,093	43,755	44,889	94,286	218,823	3,587
(20)	(2)	(4)	(8)	(3)	(10)	(7)	(7)	(61)	
2012									
0	750	14,084	7,694	19,079	14,439	42,260	112,542	210,848	3,574
(27)	(1)	(9)	(3)	(6)	(3)	(7)	(3)	(59)	
2013									
0	–	14,414	12,443	13,555	18,126	38,665	354,037	451,240	6,735
(30)	(–)	(9)	(5)	(4)	(4)	(5)	(10)	(67)	
2014									
0	465	2,257	14,746	10,637	13,081	52,052	139,042	232,280	4,740
(18)	(1)	(2)	(6)	(3)	(3)	(8)	(8)	(49)	
TOTALS									
0	145,876	290,999	363,683	285,696	292,175	965,737	2,697,386	5,041,552	3,003
(611)	(217)	(296)	(149)	(88)	(67)	(145)	(106)	(1,679)*	
[0%]	[3%]	[6%]	[7%]	[6%]	[6%]	[19%]	[53%]	[100%]	
[(36%)]	[(13%)]	[(18%)]	[(9%)]	[(5%)]	[(4%)]	[(9%)]	[(6%)]	[(100%)]	

N.B. The lowest award to date (other than nil) was £120, and the highest £100,000.

(Numbers in brackets represent numbers of applications. *The two figures for the total number of applications determined do not match because some applications receive elements of an award in different calendar years).

[Numbers in square brackets represent the percentage, by amount, of the total awards made; and the square bracketed brackets represent, by category, the percentage of awards made of the total number of awards made]

APPENDIX 4**ACCOUNTS FOR THE PERIOD 1ST JANUARY TO 31ST DECEMBER 2014**

(AND COMPARATIVE FIGURES FOR 2006 TO 2013)

	2014 £	2013 £	2012 £	2011 £	2010 £	2009 £	2008 £	2007 £	2006 £
Publications	263	372	259	–	373	245	409	–	261
Printing and stationery	–	–	–	–	–	–	–	323	–
Payment to members of the Board	17,964	30,992	25,703	16,277	20,488	16,421	25,562	17,352	19,264
Medical reports	2,380	2,548	2,872	2,609	2,944	755	2,321	565	669
Hearing costs	–	–	397	6	429	–	–	–	–
Compensation paid	192,946	478,790	305,002	208,778	375,282	323,628	315,486	182,842	418,763
Administration	28,147	28,147	28,147	28,147	28,147	27,595	–	25,955	–
	241,700	540,849	334,234	255,817	427,663	368,644	343,778	227,037	438,957

Notes:

- From 1995, payment to members of the Board in respect of their time spent on applications has been made at a rate of £50 an hour. Comparative figures from 2001 to date are as follows –

Year	2014	2013	2012	2011	2010	2009	2008	2007	2006	2005	2004	2003	2002	2001
Hours	311	581	453	397	376	400	499	290	392	432	457	209	435	495

- The figure for the total “Compensation paid” in this Appendix does not match the total “Amount awarded” in Appendix 1 because some payments relate to awards made in a preceding year and/or some awards are not paid until the following year.

3. The heading “Administration” was introduced in 2004, as a consequence of the decisions made during the 2004 Fundamental Spending Review process, in order to reflect the payment by the Home Affairs Department to the States Greffe of a sum representing the cost incurred by the States Greffe in servicing the Board’s administrative needs. In 2006 and 2008, in view of the pressure upon the Home Affairs budget at the time, this cost was not passed on for those years.
4. The years 2006, 2009, 2010, 2012 and 2013 saw a number of awards being made at or near the maximum permitted under the Scheme (£100,000). This led to higher than usual calls on the Scheme and necessitated a significantly increased allocation of funding to meet the awards made in those years.