



THE CHANGING TIMES

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SOCIAL POLICY SPECIAL EDITION

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FOREWORD FROM DEPUTY JONATHAN LE TOCQ

CHIEF MINISTER OF GUERNSEY AND CHAIRMAN OF THE SOCIAL POLICY GROUP

Our community is built on foundations of personal responsibility and self-reliance, but it also has a strong culture of helping others in need. I was involved in the establishment of the Guernsey Community Foundation, and remain committed to the view that islanders are best served by true partnership between government and the community.

Transforming the way that we help those in our community who need our help is the most important task that the States has. Only by doing that can we ensure that the public services we design and deliver meet those needs, and are sustainable for the long-term.

We know that this requires a different way of thinking and a different way of working. Changing the way we do things is not always easy! But the work we are doing to transform support and care demonstrates that we are changing. This booklet sets out the work we have been doing, and the work we will do next.

But we are not doing this alone. We are working with community groups, charities, representative groups – and most importantly, with the people who know best, those who access the public services we provide.

In some places we have made more progress than in others. In all cases, we want to do as much as we can as quickly as we can.

What we now have is a set of plans that work together, that will be sustainable for the long-term, and that have a common and clear objective: to improve the way that we do things, in order to meet the challenges we face today and will face in the future.

We are committed to meeting that objective.

FOREWORD FROM PAUL WHITFIELD

CHIEF EXECUTIVE, STATES OF GUERNSEY

In the framework for public service reform which was published in summer 2015, and which was endorsed by the States Assembly in autumn, we made a very clear statement – that public services need to be designed around meeting community needs, and not around expecting the community to adapt to the internal structures and procedures of the States of Guernsey.

Set out in this booklet are a number of ways we are, as an organisation, striving to do that.

Each initiative shows how we need to meet our community's challenges with a new approach. It will not be good enough for the public service to carry on doing things in the same way.

The Chief Minister has set out a clear political commitment to the transformation of support and care in our community. The public service shares that commitment.

To deliver on that commitment we are working in a different way – across departments rather than within departments, and deploying the resources and expertise that we have in the most effective way. We are working to ensure we put the service user first.

But we must ensure that we are getting it right. So if you read this and think there are ways you can help us to deliver this, please tell us.

STATES STRATEGIC PLAN

2020 VISION

- Promoting good health and wellbeing across the community
- Improving outcomes for people who use health and social care services
- Protecting people through high-quality, well-regulated services

(Billet d'État VIII, May 2011)

SOCIAL POLICY PLAN

- A social environment and culture where there
- Equality of opportunity, social inclusion and so
- Individuals taking personal responsibility and
- Ensuring sustainability of provision in relation
- social environment
- Working with the third sector
- Focusing on prevention rather than reactive c

CHILDREN AND YOUNG PEOPLE'S PLAN

Supporting all children up to the age of 18 to:

- Achieve and be active
- Be healthy and nurtured
- Be included, respected and responsible
- Be safe

(Billet d'État XXIII 2010)

The latest Children and Young People's Plan will be debated by the States in February 2016

SUPPORTED LIVING AND AGEING WELL STRATEGY

Addressing adult (age 18+) islanders' ensuring care, support and supported accommodation needs by looking at the services and funding arrangements provided to them following consultation with the community.

The proposed Strategy will be debated in February 2016

DISABILITY & INCLUSION STRATEGY

- **Improving** opportunities for people with disabilities and carers to participate across the island
- **Promoting** more positive and inclusive attitudes towards disability in the community
- **Challenging** instances of discrimination and abuse facing disabled islanders and their families

(Billet d'État XXII, November 2015)

Consultation on legislation to be introduced in line with this Strategy will start in February 2015. A dedicated Disability Officer was appointed in February 2015.

PERSONAL TAX, PENSION AND BENEFITS REVIEW

- Establish how big our Government should be by limiting the amount of money the States should take out of the economy
- Manage the amount spent by planning effectively
- Look at the benefits paid to everyone
- Reduce income risk by taking less money from income tax and social security contributions and more from other types of taxes

(Billet d'État IV, March 2015)

STRATEGIC LAND USE PLAN

is active and engaged citizenship
social justice
adopting healthy lifestyles
to funding the workforce and the

To contribute positively to maintaining Guernsey as a desirable place to live, work and enjoy leisure time through the implementation of land use policies that create a socially and economically strong Island balanced with the protection and enhancement of Guernsey's physical environment and respecting international efforts to safeguard the global environment

crisis management

(Billet d'État XIX, Volume 1, November 2011)

MENTAL HEALTH AND WELLBEING STRATEGY

- **Promoting** good mental health and wellbeing across the whole population
- **Supporting** people to manage their mental health better
- **Acting** to meet people's needs with appropriate and flexible services.

(Billet d'État III, February 2013)

In 2015, Emily Litten, Executive Director of Guernsey Mind, began an 18 month secondment to draft an implementation plan for the Guernsey Mental Health and Wellbeing Strategy. This plan will be launched towards the end of 2016

STATES HOUSING STRATEGY

- **Ensuring** the availability of housing across all tenures
- **Providing** a range of housing options
- **Maintaining** and improving the quality of housing in Guernsey

The States' Housing Strategy is implemented through the Corporate Housing Programme

(Billet d'État I, February 2003)



PROGRESSING GUERNSEY'S SOCIAL POLICY PLANS

This special briefing provides an at-a-glance update on the work currently in progress

The first point to make is there is an unprecedented amount of government effort being applied in the important area of social policy and this strategic approach is concentrated on the following five principal areas:

- Children and Young People's Plan (CYPP)
- Supported Living and Ageing Well (SLAWS)
- Disability and Inclusion
- Mental Health and Wellbeing, and
- Corporate Housing Programme

These initiatives come together under the heading of the Social Policy Plan, which is designed to help the States develop and deliver services for island residents to meet their needs for welfare and wellbeing.

Specifically, the areas covered by the plan include health and social care, benefits, housing, employment and equality, education and security and are addressed individually in the work streams listed above.



The cost of providing government services in these areas takes up the largest proportion of the States Budget, further underlining the importance of getting these improvements right first time.

Among the challenges being faced are:

- Shifting to preventative measures, rather than relying on reactive crisis management
- Securing the availability of funding at a time when maintaining the island's competitiveness is imperative for economic success
- Guernsey's ageing population and the changing ratio of people in work to those who are not
- Working better with the third sector because engaging with charities and not-for-profit or voluntary organisations improves outcomes and increases resources

Significant progress is being made in all these areas but the issues are complex and it's important to consult widely and research the underlying issues thoroughly.

The following five Social Policy Plan updates provide a snapshot of where we are with each initiative.



CHILDREN AND YOUNG PEOPLE'S PLAN (CYPP)

This sets out the way in which the States intends to meet the requirements of the Children's Law 2008 which, when it came into force at the start of 2010, created legislation for the 21st century, tailored to Guernsey and Alderney's needs and also to be compliant with the European Convention on Human Rights.

The law states that the States has "a duty to provide services to any child in need" and the CYPP sets out how that's to be achieved.

As with much in this area, it is a complex matter but the law introduced the need for a welfare-based, integrated model for responding to children in need, including those at risk of significant harm.

Significantly, the CYPP includes involving the local community in decisions about young lives through the Child Youth and Community Tribunal system, which is based on the Scottish system where children's needs are considered rather than just the presenting symptom of those needs – for example, criminal behaviour which usually has an underlying welfare cause.

The legislation also puts a duty on the Health and Social Services Department to prepare a CYPP every three years to set out how services intend to meet the needs of children and young people and their families.

A new plan 2016

This is the second CYPP to be produced and it reflects the views of professionals, parents, children and young people gained through widespread consultation and debate, as well as through learning what worked in the previous plan. This plan will be submitted to the States in February 2016

Whilst prioritising 'children in need' the CYPP is aimed at ensuring that Guernsey and Alderney are the best places possible for children and young people to grow up.

It acknowledges that although HSSD has responsibility for drafting the CYPP, it can only work as a joined-up approach across the States and with the help of the voluntary sector.

It also sits within the framework of public service reform and the new government structure being introduced from May 2016, thereby embedding a multi-agency approach and ensuring it remains relevant over its anticipated six-year lifespan.

A new focus

Building on the previous CYPP, this one focuses on transformation and partnership, adding value through effective joint working with other agencies and making the welfare of the child the paramount consideration.

It does so through providing integrated help and support at the earliest possible point for children and their families to prevent problems from worsening and seriously affecting the life chances of those children in the future.

A first year plan priority is to collect data about these issues to provide reliable baselines against which to measure the impact of services and interventions.

The plan therefore draws on emerging evidence about what the level and nature of need is on the islands, and on what works if resources are to be used wisely to tackle inequality to ensure all children have the best opportunity to grow into healthy, happy and contributing citizens. The new plan will be published on January 8th 2016 ahead of a States' debate and will be available on gov.gg



SUPPORTED LIVING AND AGEING WELL STRATEGY (SLAWS)

SLAWS is one of the chief components of the Social Policy Plan and for the first time draws together a detailed examination of how different care and funding issues fit together in Guernsey and Alderney, highlights the challenges that we face and what will be needed to transform health and social care in the future.

The plan sets out how that will be achieved by focusing on outcomes and ensuring greater involvement and inclusion for those accessing care.

An active timetable

The aim is to have SLAWS in place by 2020 as an important part of the transformation of health and social care. Following an active consultation in the summer, 300-plus responses have been evaluated and, working with the Ageing Well in the Bailiwick and the Guernsey Disability Association, 29 recommendations have been prepared.

These recommendations go to the States in February 2016. An implementation plan will also be presented for approval and, subject to agreement by the Assembly, the Policy Council will submit a business case as a priority to ensure it can put the resources in place to co-ordinate delivery of the plan.

Agreed objectives

- A community-based foundation involved in co-ordinating care, providing information and supporting individuals requiring care and support
- Flexible services which follow people and can support them in hospital and when they leave home
- Greater integration and coordination of services, including physical and mental health services
- A system which supports choice and where the services and funding available do not unnecessarily restrict people's choices

Implementing these objectives involves working in line with the Third Sector Compact and the framework for public service reform. Some of the recognised challenges include the need to develop adult mental health and dementia services and improve support for people who care for family members or friends.

More respite care is needed and gaps have been identified in the provision of 'housing with care', which covers care homes but also other supported housing contexts with onsite staff, like extra-care housing.

In addition, the current funding arrangements have evolved in a haphazard manner, generating confusion for service users, limiting development of private and third sector services and working against the informed exercise of choice and maximising personal independence.

We recognise that there are many challenges, including:

- The need to develop adult mental health and dementia services
- The need to develop support for people who care for family members or friends (informal carers)
- Need for more respite care provision (services which care for someone on a temporary basis whilst their family carer has a break or attends to other responsibilities)
- Gaps in the provision of 'housing with care' (which covers care homes but also other supported housing contexts with onsite staff, like extra-care housing)
- The need to review the current funding arrangements which have evolved in a haphazard manner, generating confusion for service users, limiting the development of private and third sector services and working against informed exercise of choice and the maximisation of personal independence

The recommendations to be debated by the States in February will be made public on 8th January on gov.gg



THE DISABILITY AND INCLUSION STRATEGY

The States has taken an overall look at what needs to be improved to make sure that disabled islanders and carers are fully included in island life.

There is an estimated total of just under 14,000 people (21%) in Guernsey and Alderney with a long term condition that affects them every day. Of these, some 4,000 people in Guernsey and Alderney experience significant difficulty in everyday living. That's an estimated 6% of the population who should benefit most from the strategy and who are its focus. When developing disability discrimination legislation, all people with a long-term condition need to be considered.

Implementing the improvements

The main proposals in the strategy are to:

- Improve the information the States provides to disabled people, to carers, to businesses and to islanders generally
- Start the process of developing legislation to prevent discrimination against disabled people and carers

- Extend the UN Convention on the Rights of Persons with Disabilities to Guernsey

It is important to note that this is the start of a phased approach to introducing the strategy.

A Disability Officer was appointed in January 2015. During the last year she has been speaking to as much of the community as possible to understand the issues and make sure she can focus efforts where they're needed most.

As part of the commitment to improve information, the first phase of a website, www.signpost.gg, dedicated to disabled islanders and carers will be launched in early 2016.

Guernsey has no specific legislation to prevent discrimination against disabled people. That means that if someone is being discriminated against, there is often very little they can do about it.

Most discrimination in Guernsey may not be deliberate; people making assumptions or not thinking about the impact of the way they do things needs to be highlighted and addressed. For example, someone might assume that a blind person cannot use a computer and so does not shortlist that person for a job - a role he or she could do easily with the help of the right equipment.

Guernsey's legislation will be designed from scratch, looking at best practice around the world. It will not be a duplicate of UK law. The aim is for the States to work in consultation with businesses and disabled islanders to develop simple legislation that everyone can understand.

It is likely that these changes to legislation will take around two years before protection against discrimination will be in place.

On its own, disability legislation is not enough to ensure that attitudes improve and disabled Islanders and carers can become more fully included in island life.

Most people want to do the right thing – they are just not confident about what to do. Legislation therefore must be combined with information. Both are needed to ensure that changes are made and that process is firmly under way.

Consultation on proposed disability legislation will begin in early 2016.



MENTAL HEALTH AND WELLBEING STRATEGY

The overall aim of the strategy is to promote mental wellbeing across the community, support vulnerable people, and ensure that appropriate and effective treatment is available for people who need it.

There are clear links and relationships between the strategy and the CYPP, SLAWS and the Disability and Inclusion Strategy. So work being done in these other areas will also help to take the Mental Health and Wellbeing Strategy forward.

The key objectives of the strategy are:

- To provide safe, effective services for children and young people, adults, and older adults with access to effective assessment and diagnosis, a choice of support and interventions that are recovery and outcome focused, streamlined provision through periods of transition and ensuring care is delivered to the highest standards of quality \ and safety.

- To tackle stigma and discrimination by changing community attitudes towards mental health, ensuring that people with mental health conditions are treated with the same respect and courtesy that is offered to all as well as reducing barriers to seeking help as early as possible.
- To bring the needs of carers to the forefront, creating mutually beneficial partnerships between individuals with mental health conditions, their families and those delivering healthcare services, enabling families to know how and when to offer support.

After a relatively slow start, it was agreed that additional resources were needed to deliver the Strategy. Emily Litten, Executive Director of Guernsey Mind, was therefore seconded to the States of Guernsey in mid-2015 for an 18 month period in order to focus on the development of an implementation plan for the Strategy alongside a team from the States of Guernsey. This is a good example of co-operative working with outside bodies, as this placement is being fully funded by the Guernsey Community Foundation.

After some initial planning work, Emily has recently started looking at what we have now and will be talking to interested parties as she progresses this research, which is set to run until May 2016. The results of this activity will be fed into an operational plan covering the period to 2020, which will be launched towards the end of 2016.



STATES HOUSING STRATEGY

This is one of the States' longer-running initiatives and has a good track record of delivery over a range of areas. During the last 12 years since inception it has helped to fund, coordinate and facilitate the creation of:

- Affordable, specialist and key worker accommodation, primarily through the Guernsey Housing Association
- Guernsey's first all adult extra-care housing developments at Le Grand Courtil and La Nouvelle Maraitaine
- The Youth Housing Project run by Action for Children
- The modernisation of social housing
- Regular Housing Needs Surveys
- The Partial Ownership Scheme

The Supported Living and Ageing Well Strategy has its origins in the Corporate Housing Programme (CHP), which provides a framework for co-ordinated action by States' departments, non-governmental organisations, voluntary groups and the private sector to address housing issues. The CHP is split into specific action areas, including fiscal and land use policy, housing development and the modernisation of States-owned housing stock, and supported housing.

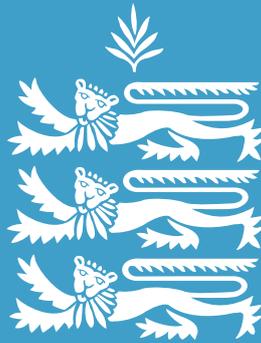
Principal policy

Amongst its various objectives, the Housing Strategy aims to improve housing availability and its quality and affordability. Through the provision of accommodation and financial assistance, it also contributes towards meeting welfare needs, reducing poverty and safeguarding vulnerable people.

Its implementation is influenced by fiscal and economic policy - such as the effects of property and other taxes on house prices and private sector rentals - and environmental policy - through improving the island's housing stock and its energy efficiency.

For many years the programme was funded via social housing rental income, the sale of incompatible Housing Department stock, allocations from general revenue, and interest received on Housing Department home loans.

Those arrangements were revised, however, with the Housing Department – in common with other departments – now reliant on allocations made via the States capital prioritisation process.



If you would like further information
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