



BILLET D'ÉTAT

WEDNESDAY, 8th DECEMBER, 2004

XXIII
2004

CORPORATE PROGRAMMES

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BILLET D'ÉTAT

TO THE MEMBERS OF THE STATES OF THE ISLAND OF GUERNSEY

I have the honour to inform you that a Meeting of the States of Deliberation will be held at **THE ROYAL COURT HOUSE**, on **WEDNESDAY**, the 8th **DECEMBER, 2004**, immediately after the meetings already convened for that day, to consider the items contained in this Billet d'État which have been submitted for debate by the Policy Council.

DE V. G. CAREY
Bailiff and Presiding Officer

The Royal Court House
Guernsey
19th November 2004

POLICY COUNCIL

CORPORATE ANTI-POVERTY PROGRAMME – PROGRESS AGAINST THE 2004 ACTION PLANS AND DEVELOPMENT OF THE 2005 ACTION PLANS

Section 1 Introduction and Background

The States of Guernsey voted in favour of an anti-poverty strategy and corporate anti-poverty programme (CAPP) at their meeting of November 2003¹.

The aim of this States Report is to update States Members and the public on the progress made by the corporate anti-poverty programme during 2004 (up until 1 September 2004, due to approval and publication deadlines) and on the Action Plan for each action area for 2005.

The anti-poverty strategy and CAPP were developed in response to a March 1998 Requête on low-income earners and households and are the result of extensive research into Guernsey Living Standards carried out between 2000 and 2002 by the Townsend Centre for International Poverty Research, based at the University of Bristol.

The Survey of Guernsey Living Standards concluded that, although the majority of people in Guernsey have a high standard of living, 16% of householders had a standard of living below the standard acceptable to the majority of Islanders (i.e. they were suffering from relative poverty). An additional 5% of people were at risk of suffering from relative poverty. This deprivation disproportionately affected lone parents, single pensioners and large households with children. 76% of all poor households in Guernsey were either single pensioners or families with dependent children².

Section 2 provides more detail on the objectives of the anti-poverty strategy and the rationale for, and structure of, the CAPP. After reviewing the strategy and CAPP one year on, two amendments are suggested. **Section 3** charts progress on the CAPP made during 2004 and sets out the Action Plans for the various work streams during 2005. **Section 4** highlights the importance of allocating sufficient resources to the CAPP, while **Section 5** summarises a number of anti-poverty initiatives that have been implemented for pensioners. Finally, conclusions and recommendations are presented in **Section 6**.

¹ Billet d'État XXV 2003, pp2346-2386.

² Copies of the four reports produced by the Townsend Centre have been deposited in the Greffe for States Members' information. See also Billet d'État XXV 2003, pp2346-2386 and the 2002 and 2003 Policy and Resource Plan

Section 2 The Anti-Poverty Strategy and corporate anti-poverty programme

The overall aim of the anti-poverty strategy is to reduce relative poverty in Guernsey by at least 50% with respect to the benchmark set by the Survey of Guernsey Living Standards in 2000 and 2001 by the end of 2008. The secondary objectives of the anti-poverty strategy are given in Appendix I. The anti-poverty strategy policy letter presented to the States by the Advisory and Finance Committee explained that, within the strategy, priority would be given to helping single pensioners and families with dependent children (especially single parents), as these were identified to be the people most in need.

The States approved a corporate [anti-poverty] programme as a means of delivering the strategy. This programme is necessary because delivery of the anti-poverty strategy requires co-operation and joined up working between a number of different States Departments and Non-Governmental Organisations in order to succeed. The programme sub-divided the work necessary to implement the anti-poverty strategy into seven separate work plans or 'Action Areas' [NB one of these was the previously agreed corporate housing programme (CHP)]. A lead Committee / Department was therefore nominated to lead the work plan for each action area, with the then Advisory and Finance Committee given overall responsibility for the co-ordination of the CAPP and, through this, responsibility to see that the objectives of the strategy are met. This responsibility has now fallen to the Policy Council. Each action area and their lead Department(s), as accepted by the States in November 2003, are given in Appendix II. The objectives of the strategy that each action area is designed to meet can be found in Appendix III, together with a list of the current work streams for that action area.

The first four columns of Appendix II show the action areas of the Corporate Anti-Poverty Programme and their lead Department(s), as given in the original Anti-Poverty Strategy policy letter. The fourth column indicates the Departments that in November 2003 were intended to be responsible for leading each action area following the implementation of the changes instigated by the Review of the Machinery of Government, i.e. from 1 May 2004.

As a result of developments and work undertaken during 2004, two changes to these lead Departments are now recommended.

- 1) That the Education Department should lead Action Area B on Education and Employment Services, with Commerce and Employment listed as the second Committee involved in the work streams (instead of joint leads). The Education Department has been the largest contributor to the work undertaken by the Social Policy Working Group subgroup set up to review Employment Services. There are also clear links between employment services and the education and training provision overseen by the Education Department. The Education Department has also made recommendations for the development of an adult guidance service that it would oversee. In addition the former Board of Industry transferred the funding and full time equivalent post for the Fieldwork Scheme (now called the Community and Environmental Projects Scheme) to the then

Social Security Authority (although BoI retained the mandate). All the other work streams within this action area are already being led by the Education Department.

- 2) That the Commerce and Employment Department takes over the lead on Action Area F (Fiscal and Legislative Measures) from the Policy Council. This change is suggested because the Policy Council is, and will be, less involved in operational matters compared to the former Advisory and Finance Committee. Issues such as a review of minimum wage legislation, regulation of loans companies and consumer credit legislation already lie with the Board of Industry and the Commerce and Employment Department has also now taken over responsibility for the financial services sector and the Island's Economic Development. The only work stream currently under Action Area F on which the Commerce and Employment Department may not be the most natural lead is that concerning Equity Release. However, by 2005 it will be unlikely that this work stream will be progressed any further – see section 3.

Co-ordination of the CAPP will remain with the Policy Council, which will continue to report annually to the States on progress. The fifth column of Appendix II therefore details the lead Departments of each action area from 1 January 2005, if these recommendations are accepted.

A detailed methodology for measuring and evaluating the success of the CAPP was given in “*2004 Sustainable Guernsey: Monitoring Social, Economic and Environmental Trends*”³ and will not be discussed further here. In time it is the intention that this evaluation will provide a framework for continual review of the success of the CAPP in meeting the aims of the anti-poverty strategy.

The following section details the progress to date for each work stream and the Action Plan for 2005.

³ Published as a supplement to Billet d'État XII 2004.

**Section 3 Update on progress during 2004 (as at 1 September 2004) and 2005
Action Plans**

ACTION AREA A: BENEFIT AND TAX MEASURES

Work stream: Single pension increases

Progress during 2004

Social Security Department's benefit uprating proposals for 2005 were approved by the States on 29 September 2004 (Billet d'Etat XIV of 2004). The proposals included, for the third year in succession an increase of 7% or more in the single pension rate and less than 1.5% in the married woman's pension based on her husband's record. Over the 3 years, the rate of single pension has increased by 22%, which is approximately 11% ahead of RPI. The strategy has increased the single pension from 62% of the combined rate for a married couple to 66%.

Action plan for 2005

Social Security has reported on the high recurring costs to the Guernsey Insurance Fund of pursuing this strategy. It is expected that in the 2005 uprating proposals, (which would come into effect from January 2006), Social Security will still be working towards the target figure for the single pension being 70% of the married couple rate, but may slow down the pace through a more limited uprating of the single pension.

Social Security is also examining the merits of deferred and enhanced old age pensions with a view to encouraging more people to remain in the workforce beyond the age of 65.

Work stream: Support for family allowance / childcare allowance with income tax clawback for high earners

Progress during 2004

In responding to this obligation under the CAPP, Social Security, in co-operation with the Treasury and Resources Department, has completed an outline scheme of higher levels of family allowance with subsequent clawback through the tax system. The clawback would be between 0% and 100% of those allowances, depending on the income of the family. However, having done this work, Social Security has reservations on the outcome as a credible proposal to put to the States. Having made some assumptions on the amount of extra funding available for the scheme and on the family income levels at which the States would recommend starting and wholly completing

the clawback of benefit, Social Security considers that the financial improvements for low income families may be only marginal. This may not justify the implementation of an administratively expensive scheme.

Action plan for 2005

Social Security fully accepts that the position cannot rest at this stage and is working on proposals for a scheme of direct payments to low income families as an alternative to the universal scheme with clawback. The proposals will be concluded in 2005.

Work stream: Review Health Benefit Grants

Progress during 2004

The former GSSA, with support from the States, opted for continuation of a universal system with a 50% increase in grants. The doctor consultation grant increased from £8 to £12 from 1 March 2004 and the grant for a nurse consultation increased from £4 to £6. Headline doctors' fees have been determined by independent review for 2004, 2005 and 2006.

Action plan for 2005

This work was therefore completed in 2004 and does not carry forward to 2005.

Work stream: Financial help for medical expenses and disability allowances

Progress during 2004

Eligibility criteria for the Medical Expenses Assistance Scheme (MEAS) has been reviewed alongside medical assistance as a benefit in kind under the supplementary benefit law. The two schemes now sit more comfortably together. Social Security promoted MEAS in 2004 and is now assisting some extra families as a result.

Action plan for 2005

In 2005, Social Security will examine the adequacy of attendance and invalid care allowances.

Work stream: Back to work benefitsProgress during 2004

Social Security now has the legislative powers to encourage a return to work from sickness, invalidity and unemployment benefit, both by way of helping individual cases and by commissioning general incentive schemes. Projet de Loi approval on 11 March 2004 allows the funding of back-to-work initiatives from the Guernsey Insurance Fund. Some successful work has already been undertaken on a one-to-one basis.

Action plan for 2005

This will be built on in 2005.

Work stream: Supplementary benefitProgress during 2004

In its 2004 benefit uprating proposals the Social Security Department recommended an increase of approximately 7.0% in the supplementary benefit and public assistance requirement rates for single householders for 2005. This will further increase the single householder benefit rate to 69% of the married couple rate, following the recommendations of the Townsend Centre.

Action plan for 2005

In 2005, Social Security will complete a review of the adequacy of supplementary benefit requirement rates having regard to the costs of constituent parts of various family budgets.

Work stream: Restructuring Public AssistanceProgress during 2004

In 2004, Social Security has consulted with the Presidents of the Parochial Outdoor Assistance Boards and also with the Overseers and Procureurs of the Poor.

Action plan for 2005

By early 2005, Social Security will have reached its conclusions on whether there should be changes in the delivery of parish assistance. Depending on those conclusions, a report to the States may follow.

Work stream: Negative income tax (tax credits)Progress during 2004

As noted in the November 2003 Anti-Poverty Strategy Policy Letter, this work stream was not a priority for 2004.

Action plan for 2005

Neither Social Security, nor the Treasury and Resources Department, intends undertaking any work in 2005 in the area of negative income tax (tax credits) beyond continuing monitoring of the UK tax credit systems.

Work stream: Increase benefit take-upProgress during 2004

Social Security promoted MEAS in 2004 and is now assisting some extra families as a result.

Action plan for 2005

Social Security considers that some benefits, such as pension and family allowances need virtually no promotion as the substantial majority of claims are invited by the Department through direct contact with the claimant. The benefits that require promotion are the Medical Expenses Assistance Scheme, Supplementary Benefit and Attendance and Invalid Care Allowances. These will be further promoted in 2005.

ACTION AREA B: EDUCATION AND EMPLOYMENT SERVICES

Work stream: To promote information, advice and guidance on the support, training and employment opportunities available to those on low incomes

Progress during 2004

The Citizens Advice Bureau has been commissioned to look at the most effective ways of presenting information to those who are vulnerable to poverty. A strategy will be proposed to promote publicity and material relevant to this sector of society.

The principle of an Adult Guidance Service has been accepted by the Social Policy Working Group. Currently, discussion is taking place regarding resources for Adult Guidance and it has been accepted that the work plan adopted should include the establishment of an Adult Guidance Development Team with a qualified adult guidance professional taking lead responsibility for the development of the action plan. This is likely to involve close liaison with participating agencies.

Action plan for 2005

The above work will continue.

Another particular focus in 2005 will be the development of outreach services to ensure that information is taken into the community. Additionally, a priority will be the establishment of shared approaches to disseminating information. The starting point will be increasing collaboration in sharing information amongst those services that work with young people.

Work stream: To improve provision of employment and training opportunities for people with a disability or who have a medical condition which restricts their ability to work

Progress during 2004

As part of the reorganisation of the structure of the Health and Social Services Department, all employment services are being brought under one director. This will be in place from late 2004.

In addition a Social Policy Working Group (Employment Services) Subgroup, with representatives from GSSA, the Education Council, Board of Health, Probation Service, Prison, and the Advisory and Finance Committee, was set up to review employment services. This was a result of the Board of Industry's review of its Fieldwork Scheme (see below). The review of employment services included examining employment opportunities for a

range of client groups including people with a learning disability, people with physical, sensory or injury problems and people with enduring mental health problems. The Social Policy Working Group received the sub-group's report in June 2004 but members were not convinced that the proposals it contained were fully justified. Further cost:benefit analysis of the recommendations has been undertaken at Chief/Senior Officer level with help from the Treasury and Resources Internal Audit Department. Following the analysis carried out by Internal Audit, the stakeholder Departments have been requested to carry out a further review of the client groups that they cater for, with specific focus upon the adequacy of the services provided, the conclusions of which will be studied by the CAPP Steering Group.

Action Plan for 2005

It is hoped that proposals will be refined and approved and funding arrangements agreed in 2005.

Work stream: The former Board of Industry's fieldwork scheme

Progress during 2004

One development has been the transfer of funding for the Fieldwork Scheme and one FTE post from the former Board of Industry to GSSA (now the Social Security Department), where a slightly modified scheme is now running under the title of Community and Environmental Projects Services. The BoI's review of its fieldwork scheme also led to the establishment of a broader cross-committee employment services working sub-group to review services for those client groups needing assistance to enter and retain employment. The working group reported to the Social Policy Working Group with recommendations in June 2004, which included: -

- The establishment of a permanent Employment Services Group which would be formed of Chief Officers from the Social Policy Working Group (or their representatives).
- In the first instance, a three-year development plan should be established to outline a co-ordinated approach to employment services and take forward areas of common interest. The plan will be fully costed and will work closely with the Commerce and Employment Department and the Education Department who are overseeing the response to other elements of Action Area B.
- There should also be a commitment to find a co-ordinator who will be responsible for driving forward the development plan and employment services.

As stated above, further research work has been undertaken in conjunction with the Treasury and Resources Internal Audit Department. At the time of drafting this report, that work is still ongoing.

Action Plan for 2005

It is hoped that proposals will be refined and approved and funding arrangements agreed in 2005.

Work stream: To support those sectors of the community who have basic skills difficulties

Progress during 2004

A Basic Skills Task Force was established to consider the response to basic skills shortfalls. A pilot basic skills course is underway for benefit claimants or Community and Environmental Project Scheme participants, in conjunction with the Social Security Department.

Action plan for 2005

2005 will see the Basic Skills Task Force become a formal sub-group of the Employment Services Working Group. Its first task is to produce in mid 2005 a development plan, which outlines a strategy for basic skills. The group will also monitor those elements that have already been put into place including the establishment of a Basic Skills Unit and developments in working with partners.

Consideration is being given to establishing a Learning Shop which will be based in St Peter Port. The shop would operate as an outreach centre of the College of Further Education. The purpose of the Centre will be:

- To provide an informal setting where all sectors of the community will be able to receive information, advice and guidance about learning opportunities.
- To offer learning facilities for individual study, guided tutorial sessions and small group sessions.
- To locate a number of services at the shop. These will include the adult guidance project and the community learning manager.
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Work stream: To engage disaffected young people in education

Progress during 2004

As part of the Education Development Plan arrangements are being made to establish a centre for pupils with behavioural, emotional and social difficulties. A Working Party has been reviewing the curriculum for 14-19 year olds. A particular target has been to address lower participation rates and disengagement at 14. The Working Party is also addressing how best to address the issues associated with raising the school leaving age.

Action plan for 2005

All schools will be adopting a Behaviour Management toolkit that outlines strategies for developing effective whole school policies management, classroom management, individual pupil management and parental involvement.

Arrangements for the centre for pupils with behavioural, emotional and social difficulties will be presented to the States in 2005.

Actions to be taken forward in 2005 regarding the review of the curriculum for 14-19 year olds include: -

- Individual Schools and Services Action Plans to consider:-
 - i. Alternative education opportunities
 - ii. Alternative Literacy and Numeracy courses
 - iii. Review and development of work related learning
 - iv. Enhancement of student support and guidance
 - v. Organisational changes
- The College of Further Education will be providing a wide range of vocational opportunities for pupils in years 10 and 11.
- Within their current provision Secondary Schools are developing imaginative alternative education programmes for disaffected pupils in year 10 (14 plus).
- Community based learning initiatives using computer based 'virtual reality' classroom resources are being investigated for young people unable to accept school.

A pilot Pre-School Nurture Group is being established at Amherst Primary School. The purpose of a Pre-School Nurture Group is to provide early intervention and support for young children who lack the foundations essential for further learning as they have missed out on early learning experiences and are at risk of failing when they start school. The Group is likely to be staffed by a teacher from Amherst School's present staffing allocation and a Children's Services worker seconded from NSPCC at no charge to the Education Department.

Work stream: Financial support for post-compulsory trainingProgress during 2004

The arrangements for funding on island post-compulsory training are being reviewed.

Action plan for 2005

A fees policy will be established by the Education Department that considers how to ensure that the arrangements for funding on island post-compulsory training are affordable and efficient.

<p>ACTION AREA C: SERVICES FOR OLDER PEOPLE AND PEOPLE WITH A DISABILITY</p>
<p>Work stream: Tax and benefit initiatives for pensioners</p> <p><u>Progress during 2004</u> See Action Area A.</p>
<p><u>Action plan for 2005</u> See Action Area A.</p>
<p>Work stream: Employment opportunities for people with a disability</p> <p><u>Progress during 2004</u> As part of the reorganisation of the structure of the Health and Social Services Department, all employment services are being brought under one director. This will be in place from late 2004.</p> <p>In addition, under Action Area B a cross-committee working group, comprising representatives from the relevant service delivery providers, was set up to review employment services for those client groups needing assistance to enter and retain employment. People with a disability were one client group considered. The Social Policy Working Group received the sub-group's report in June 2004 – see comments in Action Area B regarding further research.</p>
<p><u>Action plan for 2005</u> Consideration should be given in 2005 to how co-ordinated services can be developed further.</p>
<p>Work stream: Improve provision of services for older people and people with a disability</p> <p><u>Progress during 2004</u></p> <ul style="list-style-type: none"> ▪ Discussions have taken place with the St John Ambulance and Rescue Service with regard to the establishment of a central supply of aids and equipment for community use. ▪ Meals at home services have been increased. ▪ A falls clinic has been established. ▪ The osteoporosis clinic has been established. ▪ Home carer recruitment has improved following the PSE's job evaluation.

- A third Consultant Geriatrician has been appointed by the Medical Specialist Group as part of the Specialist Health Insurance Scheme. She will start in late 2004.
- An additional Speech Therapist for adults has also been appointed and will take up post towards the end of 2004.
- The new structure of the Health and Social Services Department includes a reorganisation of Community Services into five multi-disciplinary teams: one for elderly mentally infirm people, one for people with a disability and three for old people with physical frailty (these three teams will be linked to the three primary care practices).

Action plan for 2005

- The new Geriatrician and Speech Therapist will be developing their services in 2005.
- One specialist nurse and one specialist Health Visitor for older people will be appointed in 2005.
- A stroke service will be established in 2005.
- Plans for replacing the assessment and rehabilitation facilities in hospital and the assessment and respite care ward for confused older people and for developing a dementia day service at Les Cotils will continue to be developed during 2005.
- The Health and Social Services Department will continue discussions with the Social Security Department on the most appropriate means of providing for Elderly Mental Infirmity (EMI) patients and funding that type of case.

Work stream: Long-term care insurance scheme (community services)

Progress during 2004

With regard to improving services in the community for older people, under the long-term care scheme, progress to date has focused on looking at the role of the UK's Rapid Response Teams, and reviewing transport services. A Project Officer has been appointed to research Rapid Response Teams and propose an appropriate structure for a local service. Funding has been identified for maintenance and transport services.

Action plan for 2005

- A Rapid Response Team will be introduced in 2005.
- Maintenance and transport services for older people will be introduced in 2005.

Work stream: Old people's forums/forums for people with a disabilityProgress during 2004

User groups now exist for Castel Hospital, Duchess of Kent House and Home Care Services as well as for the King Edward VII Hospital. A working group has also been established to consider user involvement generally for Health and Social Services Department services.

Action plan for 2005

It is hoped to develop proposals for these in respect of older people and people with a disability during 2005.

ACTION AREA D: SERVICES FOR FAMILIES WITH CHILDREN AND YOUNG PEOPLE

Work stream: Assistance with the cost of childcare provision

Progress during 2004

A research assistant has been employed to prepare a report on the cost options of introducing a scheme. By the time this States Report is debated, an initial report should have been presented to the CAPP Steering Group (a group of Senior Officers, which has been established to co-ordinate the CAPP).

Action plan for 2005

During 2005 recommendations regarding the implementation of a childcare allowance will be developed and brought forward.

Work stream: Introduce a community development project similar to 'Sure Start' initiatives in the UK

Progress during 2004

This project is being developed by the NSPCC, working with both States and voluntary groups. The funding has been provided through a partnership with the States of Guernsey and TSB Trust. The project started in 2004 and the pilot will continue until 2007. So far, a member of staff has been appointed and a number of groups set up to determine the services needed.

Action plan for 2005

The project will continue during 2005.

Work stream: Develop family centres

Progress during 2004

Plans for the extension of the services provided at the existing family centres and for the development of a third family centre have been delayed while the changes to the Health and Social Services Department, resulting from the Review of the Machinery of Government, have been implemented.

Action plan for 2005

Plans for the third family centre will be developed by the Health and Social Services Department during 2005, following reorganisation within the Department. The integration of health and social services for children and

young people within one Directorate will enable the development of a service providing for a wider range of need.

Work stream: Broaden priorities of Children Board/Review of Childcare Legislation

Progress during 2004

A States Report setting out proposals for new legislation on matters affecting children, young people and their families has been submitted to the Policy Council by HSSD for consideration by the States in October 2004. This includes wider statutory duties on a range of issues.

Action Plan for 2005

The Action Plan for 2005 will depend on the outcome of the States debate on this issue.

Work stream: Involve young people in the decisions that affect their lives

Progress during 2004

Young people were consulted about the review of childcare legislation, and there has been a recent young people's forum developed by the Youth Service.

Action Plan for 2005

It is intended that plans for an ongoing structure to allow for consultation with young people will be discussed during 2005.

Work stream: Youth Service Play Scheme

Progress during 2004

Progress on this work stream has also had to await the re-organisation of the Health and Social Services Department.

Action Plan for 2005

Following the re-organisation of the Health and Social Services Department, discussions should take place between the Department and the Education Department regarding the play scheme. The report on the expansion of the play scheme, referred to in the original Anti-Poverty Strategy Policy Letter, can then be produced.

ACTION AREA E: CRIME REDUCTION INITIATIVES

Work stream: Youth Inclusion Programmes / Holiday Splash Schemes

Progress during 2004

Youth inclusion projects are a preventative tool, diverting children away from criminal behaviour. Youth Inclusion Programmes (YIPs) are permanent schemes to identify and engage in purposeful activity those young people who might otherwise become a perceived 'nuisance' in the community. Holiday Splash Schemes concentrate on school holidays and similarly aim to provide activities to keep young people occupied (See also Youth Service Play Scheme comments under Action area D).

YIPs are the remit of those implementing Youth Justice services. This work stream therefore still awaits the report of the Youth Justice Steering Group. However, some progress has been made during 2004. A matrix to identify young people at risk of coming into the criminal justice system is being researched by the Youth Justice Working Group to enable targeting of YIP's. The Drug Strategy has funded a Youth Worker from the beginning of 2004, who has developed an activity and life skills course, based on the UK 'Karabiner' project. This will be targeted at young people excluded from school and at risk of antisocial behaviour. The first pilot project is completed and further are planned.

Action plan for 2005

The Youth Justice Steering Group will be reporting in 2005 on proposals for Youth Justice in the Bailiwick. This is likely to be a multi disciplinary approach including Police, Children Services, Education, Probation and Children's mental health. Youth inclusion programmes will be further considered once a framework for Youth Justice delivery is finalised.

Work stream: Develop drug and alcohol rehabilitation programmes in prison

Progress during 2004

For drug rehabilitation the Prison and the Drug Strategy Group have a service level agreement with Drug Concern to provide screening and individual support services to prisoners. Under the Bailiwick Drugs Strategy the CPN (Community Psychiatric Nurse) for the treatment service has now been appointed and Drug Concern is in the process of recruiting a further drug worker. The treatment programme, accessed by prisoners on release through the Probation Service and Criminal Justice Drug Worker, is therefore now substantially in place. For alcohol rehabilitation the Prison has a service level agreement with GADAC to provide screening and throughcare services to all prisoners with alcohol related problems.

Action plan for 2005

The above service level agreements are reviewed annually.

Under the Bailiwick Drug Strategy, Treatment Services continue to be a developmental priority, to provide appropriate treatment for drug using offenders prior to, through, and after, a custodial term. These services are being developed and monitored by the Drug Strategy in partnership with the Health Department (Community Psychiatric Nurse/treatment) and Home Department (Criminal Justice Drugs Service/ Probation).

The Bailiwick Alcohol Strategy will be integrated with the Drug Strategy and appropriate treatment and aftercare services researched and implemented.

Work stream: Greater focus on rehabilitation of young offendersProgress during 2004

The work of the Youth Justice Steering Group has continued and the group now hopes to report during 2005. The group is actively looking at a strategy to divert young people from the worst effects of entering the Criminal Justice System and especially custody.

Action plan for 2005

The Following are under consideration: -

- Multi agency working along the lines of youth offending teams in the UK which have proven to be effective in intervening appropriately to divert young people from prosecution and custody and so reduce antisocial behaviour;
- Reintroduction of Restorative Cautioning and Restorative Justice approach with young people;
- Appropriate remand management schemes.

For those young people going into custody the Prison is developing:-

- Social skills training;
- Shorter cognitive behavioural programmes designed for young people;
- Continuously developing the YO regime to allow appropriate activities to be provided for Young Prisoners;
- Staff training in dealing with adolescent persons.

Work stream: Improve education, training and employment opportunities for prisonersProgress during 2004

Under Action Area B a cross-committee working group, comprising representatives from the relevant service delivery providers, was set up to

review employment services for those client groups needing assistance to enter and retain employment. Offenders/Ex-offenders were one client group considered. The Social Policy Working Group received the sub-group's report in June 2004 – see comments in Action Area B regarding further research.

Action plan for 2005

It is hoped that proposals will be refined and approved and funding arrangements agreed in 2005. (See Action Area B).

Work stream: Expand offending behaviour programmes in prison

Progress during 2004

- The well established Reasoning and Rehabilitation (R&R) course continues to be run for medium/high risk long term prisoners;
- The R&R II is provided for under 18's in the Prison;
- The Prison and Probation services will continue to collaborate on developing modular programmes for shorter term prisoners to run in the Prison and in the community.

Action plan for 2005

- 'Criminal Lifestyles' courses for short term prisoners and those on Community Supervision.
- Increasing collaboration between the Prison and Probation Services to deliver appropriate cognitive behavioural programmes to those in prison and on supervision.

Work stream: Develop resettlement schemes

Progress during 2004

This work stream has been considered alongside the review of *Criminal Justice Policy. The Prison has continued to develop its 'back to the work environment' initiative by using the Release on Temporary License facility to ensure that risk assessed prisoners leave the Prison already in employment thereby negating the necessity for any benefits.

* see below

- * The Survey of Guernsey Living Standards identified a range of issues related to crime and its effects, both on victim and perpetrator. By the time this report is considered by the States, the Criminal Justice Policy Working Group's report on the review of Guernsey's criminal justice system will have been presented to the Home Department.

Action plan for 2005

- Increasing the range of Community sentences is being considered by the Criminal Justice Policy Working Group.
- Sentence Planning is done jointly by the Prison and Probation services and is being extended to include post custodial resettlement plans;
- Mandatory post custodial supervision for all offenders serving over 12 months will be implemented with the Supervision of Offenders (Bailiwick of Guernsey) Law 2004;
- Extended sentences for all sex offenders and serious violent offenders will be introduced under the same law.

Work stream: Improve community policingProgress during 2004

The Guernsey Police has continued to maintain a heightened presence in the Town area designed to provide a reassuring but not oppressive presence to members of the public. A community presence continues in the western parish area and the eastern part of St Peter Port, which encompasses a number of housing estates and business parks. A more permanent presence has been introduced once more on to the Bridge.

A further achievement has been the introduction of PLOD - Police Liaison Officer for the Deaf. This initiative has seen an Officer develop strong links with organisations representing the sensory impaired people of the Bailiwick and has brought about a greater ability for people with sensory impairment to communicate with the Island Police Force.

Action Plan for 2005

The community presence on the Bridge, will be further developed during 2005. However, the Island Police continues to experience resource difficulties and a great deal of the more overt policing presence is achieved by the willingness of Officers to work on overtime.

Community Policing is an operational style of policing designed to tackle a range of criminal and anti-social problems generally associated with a particular area. This method of policing often involves trained Police Officers being dedicated to work within one location for an extended period and enables them to build a rapport with the community that positively fosters a harmonisation of effort to tackle problems at local level. These Officers are not generally used for reactive policing, therefore, this policing method is a heavy drain on the Organisation's finite and limited resources. In 1997 the States of Guernsey recognised the value of Community Policing and agreed to invest in this and other areas by increasing the Force establishment by 28 Officers. However, despite vigorous recruiting programmes the total number of Officers employed within the Force still

remains at the same level as when the increase was approved and unless Force numbers increase, the further development of a community policing ethos will be restricted.

Work stream: Encourage the enhancement of the role of neighbourhood watch

Progress during 2004

The number of Neighbourhood Watch Schemes now stands at 7 with a further area seeking to form a watch. The role of neighbourhood watch is seen as a valuable asset in the fight against crime and provides reassurance within the community.

Schemes based on occupations (the Taxi Watch, Pub Watch and Shop Watch) continue to thrive. These schemes are seen to bring tremendous benefit and have resulted in the reduction of disorderly behaviour on licensed premises and the deterrence of organised groups of shoplifters operating within the environs of St Peter Port.

Action Plan for 2005

Every effort will continue to be made during 2005 to form further Neighbourhood Watch schemes throughout the Bailiwick. Police will also continue to assist in the further development of the occupation-based schemes. During 2005 it is hoped to survey representative groups of residents involved in some or all of the schemes to establish whether they consider them in real terms to be effective.

Work stream: Develop a more inclusionary crime policy

Progress during 2004

In this aspect the role of the Public Consultative Group is seen to be vital. The results of the 2004 public survey will also be an important and informative document.

Action Plan for 2005

The Guernsey Police will seek to further develop a consultative process with the Public Consultative Group during 2005. The role of the Community Police Officer, by seeking to involve the community in a problem-orientated approach to crime reduction, is also seen as a vital and pro-active tool. Resources permitting the Guernsey Police will seek to further develop this partnership approach during 2005.

Work stream: Improve the security of individual homes of low-income householdsProgress during 2004

The Guernsey Police has links with the Housing Department and other multi-agency groups, which come together on a regular basis to address specific problems in housing areas as they arise.

Action plan for 2005

- The Crime Prevention Officer will continue to provide free security surveys for householders.
- The Police Architectural Liaison Officer will continue to view all applications not just those for new buildings and where appropriate will comment on proposals with an emphasis on seeking to design out potential crime problems.
- During 2005 work will continue to further develop the input and influence of the Architectural Liaison Officer.

ACTION AREA F: FISCAL AND LEGISLATIVE MEASURES

Work stream: Credit union investigation

Progress during 2004

The Advisory and Finance Committee contracted the Citizens Advice Bureau (CAB) to investigate the potential take up of, and thus the feasibility of, establishing a Guernsey Credit Union. In parallel, the CAB carried out an audit of current financial literacy provision and need, and researched the potential requirement for a Money, Advice and Budgeting Service (MABS). The Bureau's report was received on 20 July 2004. Its key recommendations were: -

- To establish a Core Development Group, which should concentrate on publicity initially;
- Further market research should be undertaken to determine the potential Credit Union membership;
- The Core Development Group would need to produce a detailed Business Plan, which would need to address adequate regulation and the protection of members' interests;
- A Credit Union helps people learn to save, plan and avoid getting into debt. However, a separate Debt Redemption Scheme would need to be established in addition in order to help those already in debt.
- To appoint a financial literacy co-ordinator to develop and support a network of financial literacy projects;
- The development of a Money Advice and Budgeting Service (MABS) would involve the integration of several existing schemes (e.g. the debt management and advice provided by the Citizens Advice Bureau) with some new elements;
- Credit Union Budget Accounts (which facilitate agreed payments to creditors by Direct Debit but do not permit access to funds) would be the key new service available through a MABS scheme.

The CAB's report was presented to the CAPP Steering Group at its July meeting. There was clear support for the provision of enhanced financial literacy and education services. However, due to concerns over the viability of a Guernsey Credit Union, it was agreed that rather than pursue the development in the manner recommended by CAB, the Commerce and Employment Department would investigate the provision of credit union type facilities in conjunction with a relevant body such as an established financial institution.

Action plan for 2005

In light of the CAB's report, one focus in 2005 will be on the provision of financial literacy education and advice. This work stream will be moved to Action Area B (title: financial literacy information and education) and taken forward together with the provision of information advice and

guidance and/or assistance with basic skills. As well as being a basic skill in its own right, financial literacy provides a good opportunity to put into practise other basic skills such as literacy and numeracy.

Whether a not a MABS-type service should be developed and the shape such a service should take in Guernsey is largely dependent on the availability of financial literacy provision and whether or not a Credit Union is set up. Therefore the development of such a service will be of lower priority during 2005.

Work stream: Equity release schemes

Progress during 2004

Working in partnership with a UK equity release scheme provider, a local company started to introduce equity reversion schemes to the Island. Under such schemes an investment company buys a home [or a proportion of a home under a partial release scheme] giving the vendor a lump sum as well as the right to live rent free while occupying the home. The amount received is a proportion of the property's current market value, the calculation of which is based on age, health, the proportion of equity released, and the fact of not paying rent. Other terms and conditions may apply. It is understood that, at the present time, the local company is able to offer only 100% releases.

Action plan for 2005

The Policy Council feels that it is not appropriate for the States of Guernsey to be directly involved in the operation of equity release schemes, nor is it appropriate for the States to encourage / discourage the use of such schemes. It is for private financial providers to decide whether or not they want to offer such schemes to Guernsey residents. It is then for the individual(s) concerned to decide, after taking proper independent legal and financial advice, (including the potential effect on entitlement to statutory Social Security benefits), whether or not they would like to participate in such a scheme.

The Policy Council will therefore continue to monitor developments over the forthcoming year, but no direct action will be taken.

Work stream: Investigation into introducing minimum wage legislation

Progress during 2004

Introduction of minimum wage legislation is an area that has been considered by the Board of Industry within the last 3 years. Due to a lack of support and other priorities this matter was not referred to the States of Guernsey for resolution.

During 2004 the Board of Industry has concluded two significant workstreams for consideration by the States of Guernsey in the areas of unfair dismissal legislation and sex discrimination legislation. With a more sophisticated framework of employee legislation in place, it is envisaged that the introduction of legislation covering minimum wage will now be re-evaluated in light of the work of the Corporate Anti-Poverty Programme.

Action plan for 2005

It is envisaged that the Commerce and Employment Department will review the case for the introduction of minimum wage legislation. It is recognised that the Department does not have accurate data on the employment market wage rates in order to judge what would be an appropriate level of minimum wage if it was introduced. This labour data is seen as vital in order to accurately address this issue.

Work stream: Investigation into regulation of loans companies

Progress during 2004

During early 2004 consultation took place between the Trading Standards Service and various UK credit loan associations to determine the prospect of introducing a Code of Practice for consumer credit providers under the remit of a trade association.

It is envisaged that further research will take place in regard to this area.

Action plan for 2005

Further investigation in this area will take place in 2005 and it is hoped that the various organisations will consider the introduction of a voluntary code.

Work stream: Fuel and energy costs

Progress during 2004

This work stream has served two purposes: -

- a) to ensure that the cost of fuel and energy per unit is not greater for persons on low incomes, for example from the 'non-standard' means of procuring supplies through facilities such as electricity top up keys;
- b) to look at provisions in place to assist consumers who are vulnerable to utilities payment difficulties.

In March this year the Advisory and Finance Committee co-hosted a workshop with the Office of Utility Regulation at which all public and private sector utilities providers met to discuss and develop initiatives to assist vulnerable users. The Committee was assured that energy costs per unit at the point of delivery are the same for all users. Providers showed a responsible attitude to consumers who encounter financial difficulties and who are afforded a degree of protection through codes of practice. All utilities providers declared an openness to discussion with consumers who were having difficulties with meeting their bills.

Action plan for 2005

Increased energy efficiency should not be forgotten as a means of reducing fuel and energy costs for those on low incomes. The Housing Department is trying to increase the energy efficiency of its States Houses as part of the refurbishment being undertaken as part of Action Area D of the Corporate Housing Programme. Measures to increase energy efficiency in other low-income households will be discussed with the new Environment Department during 2005.

ACTION AREA G: CORPORATE HOUSING PROGRAMME

Although the States Housing Strategy and Corporate Housing Programme (CHP) are focused on improving the Island's housing situation across the whole of the housing market, they are particularly focused on assisting those that are on low incomes and/or in financial difficulty. This is where the Corporate Anti-Poverty Programme derives most benefit from the CHP.

The recommended Action Plans for the CHP in 2005 include a variety of activities that assist Islanders on low incomes, ranging from considering how housing subsidies can be more fairly distributed, through increased development of new affordable accommodation, to improving the quality of existing accommodation.

An update of the progress that has been made against the objectives of the CHP's six Action Areas was presented to the States in July 2004. At the same time, the States approved new Action Plans for the second half of 2004⁴. The Housing Department's proposals for the 2005 Action Plans can be found in its States Report entitled 'Corporate Housing Programme – 2005 Action Plans' which can also be found in this Billet d'État.

⁴ Corporate Housing Programme – Progress Against the 2003/2004 Action Plans and the Development of the 2004/2005 Action Plans – Billet d'État XII 2004.

Section 4 Resourcing the corporate anti-poverty programme

The Corporate Housing Programme (CHP) was the first corporate programme approved by the States in February 2003. This has led the way with regard to changing attitudes to resource allocation and moving from a purely departmentally focused approach to an ideology which also involves strategic and corporate thinking. The CHP has found that the provision of adequate financial resources, human resources, legal advice and management of corporate information systems are all critical vital to the achievement of corporate programme success. The CAPP is likely to prove even more of a challenge, because a greater number of Departments are involved in the various work streams. Ultimately, it is the responsibility of the States of Guernsey to ensure that projects identified to be corporate priorities are adequately resourced. Provision for resourcing corporate programmes needs to become an integral part of the Policy Planning process.

Section 5 Anti-Poverty Initiatives For Pensioners

By necessity, a phased approach is being adopted for the CAPP. 2003/4 has seen a range of initiatives put into place for pensioners and it is expected that an Anti-Poverty Package for Families with Children will be outlined in next year's Corporate Anti-Poverty Programme Update. On no account does this mean that an anti-poverty measures for pensioners are seen as being more important than similar measures aimed at helping families with children. Nor does it mean that work will not go ahead next year on the work streams aimed at helping these groups. Rather, this recommendation has arisen because although progress has been made, it is insufficiently advanced to decide upon, and prioritise, what assistance should be given to single parents and large families with children until further research and consultation has been completed. It is likely that family allowance and recommendations relating to childcare will be key to these proposals.

The measures that have been introduced to assist pensioners, both during the development of the CAPP and during 2003/4 or which are in an advanced state of development, are briefly summarised below.

ANTI-POVERTY INITIATIVES FOR PENSIONERS

1. **Single pension increases** – For the third year in succession the Social Security Department (SSD) has applied an increase of 7% or more to the single pension rate and less than 1.5% in the married woman's rate, based on her husband's contribution record. This has increased the single pension from a starting point of 62% of the combined rate for a married couple to 66% from January 2005; the target figure recommended by the Townsend Centre being 70%.
2. **Single supplementary benefit increases** – A strategy similar to that applied to old age pension increases has also been applied to supplementary benefit and this will result in the single householder benefit rate being 69% of the married couple's rate from January 2005.
3. **Health Benefit Grant** – The universal grant for consultations with a general practitioner or nurse increased by 50%, respectively to £12 and £6 from 01 March 2004.
4. **Medical Expenses Assistance Scheme (MEAS)** – The SSD has reviewed the eligibility criteria for MEAS.
5. **Attendance allowance and invalid care allowances** – a review of the adequacy of these allowances is planned by SSD for 2005.
6. **Long-term care insurance scheme** – The social insurance contribution funded long-term care insurance scheme came into effect in January 2003. At the date of preparing this report there were 306 and 112 persons respectively in private sector residential and nursing homes, respectively receiving £290.50 and £539.00 per week assistance with their fees.
7. **Provision of health related services** – The Health and Social Services Department (H&SSD) has established falls and osteoporosis clinics. A third consultant geriatrician has also been appointed by the Medical Specialist Group and H&SSD has appointed an additional speech therapist for adults, both of whom will take up their posts towards the end of 2004. H&SSD has also reorganised its Community Services into five teams – one for elderly mentally infirm (EMI) people, one for disabled people and three for older people with a physical frailty. Discussions between SSD and H&SSD are continuing about the most appropriate means of providing and funding care for EMI patients.
8. **Community services** – H&SSD has expanded its at home meals service. As part of the long-term care insurance scheme, H&SSD is to provide a rapid response team and maintenance and transport services during 2005.
9. **Free bus travel** – Free bus travel for old age pensioners was introduced from January 2001.
10. **Free TV licences** – In 2001, free TV licences were introduced for the over 75s and over 65s on Supplementary benefit.

Section 6 Conclusion And Recommendations

The Policy Council recommends the States as follows: -

- i) to note the progress made against the corporate anti-poverty programme, as set out in this report;
- ii) to approve the changes in the Lead Department(s) for two of the Action Areas, i.e.: -
 - Education Department to lead Action Area B: Education and Employment Services, from 1 January 2005;
 - Commerce and Employment Department to lead Action Area F: Fiscal and Legislative measures, from 1 January 2005;
- iii) to approve the Action Plans for 2005;
- iv) to note that a package for families with children will be brought forward during 2005 and presented in the 2005 Corporate Anti-Poverty Programme annual update;
- v) to note that the allocation of adequate resources is necessary to the successful operation of the Corporate Anti-Poverty Programme and, accordingly, to direct the Treasury and Resources Department to work with all States' Departments involved to fulfil this requirement;
- vi) to direct all States Departments to contribute to the development of the 2005 CAPP Action Plans where their assistance is required.

L C Morgan
Chief Minister

27 October 2004

APPENDIX I: THE OBJECTIVES OF THE ANTI-POVERTY STRATEGY

- To reduce relative poverty in Guernsey by at least 50% with respect to the benchmark set by the Survey of Guernsey Living Standards in 2000 and 2001 by the end of 2008
- To enable Guernsey and Alderney residents to afford essential items and services (more specifically those items and services considered essential by 50% or more of the population in 2000 in the Townsend Centre's Report "*The Necessities of Life*").
- To provide support, including necessary financial assistance, to those most in need in conditions of dependency, such as childhood, old age, disability and special need, but with due regard to the sustainability of the Island's resources.
- To target this assistance at those groups identified by the Townsend Centre as suffering most from relative poverty.
- To ensure that the tax and benefit systems work in an integrated way to support those suffering from, or vulnerable to, relative poverty.
- To fulfil the objective that no resident of Guernsey or Alderney should be denied access to health and social services through lack of financial resources.
- To encourage and assist those in financial poverty, wherever possible, to improve their situation by: -
 - Entering, or re-entering, the workforce;
 - Improving their employment prospects through education and training;
 - Gaining control of their financial circumstances.
- To promote the benefits, advice, education, training, and employment opportunities available to those people suffering from relative poverty, so that those concerned know where help can be obtained.
- To ensure that relevant fiscal policies have due regard to the Corporate Anti-Poverty Programme.

And through the Corporate Housing Programme: -

- To ensure that all persons legally resident in Guernsey have access to housing accommodation to meet their reasonable needs (the first objective of the States Housing Strategy).

- To maintain and improve the quality of housing in Guernsey across all sectors bearing in mind the impact of housing conditions on the health and well-being of the community (the seventh objective of the States' Housing Strategy).

APPENDIX II: THE CAPP ACTION AREAS AND THEIR LEAD DEPARTMENTS

Action area	Title	Lead Committee until 1 May 2004	Lead Department after 1 May 2004	Lead Department after 1 January 2005
Action area A:	Benefit and Tax Measures	1) GSSA 2) Income Tax Authority	1) Social Security 2) Treasury and Resources	1) Social Security 2) Treasury and Resources
Action area B:	Education and Employment Services	Education Council & Board of Industry	Education & Commerce and Employment	1) Education 2) Commerce and Employment
Action area C:	Services for Older People and People with Disabilities	1) Board of Health 2) GSSA	1) Health and Social Services 2) Social Security	1) Health and Social Services 2) Social Security
Action area D:	Services for Families with Children and Young People	Children Board	Health and Social Services	Health and Social Services
Action area E:	Crime Reduction Initiatives	Probation Service & Home Affairs	Home	Home
Action area F:	Fiscal and Legislative Measures	Advisory and Finance Committee	Policy Council	Commerce and Employment
Action area G:	Housing under the Corporate Housing Programme	Co-ordinated by Housing Authority	Co-ordinated by Housing	Co-ordinated by Housing

APPENDIX III: THE OBJECTIVES OF THE ANTI-POVERTY STRATEGY THAT EACH ACTION AREA IS DESIGNED TO MEET AND THE CURRENT WORK STREAMS WITHIN EACH ACTION AREA

ACTION AREA A: BENEFIT AND TAX MEASURES

Objectives: -

To provide support, including necessary financial, to those most in need in conditions of dependency, such as childhood, old age, disability and special need, but with due regard to the sustainability of the Island's resources.

To ensure that the tax and benefits systems work in an integrated way to support those suffering from, or vulnerable to, relative poverty.

To fulfil the objective that no Guernsey or Alderney resident should be denied access to health care services through lack of financial resources.

To promote the benefits available to those suffering from relative poverty, so that those concerned know where help can be obtained.

To target this assistance to meet, in particular, the needs of single pensioners and families with dependent children.

Work streams: -

- Single pension increases;
- Support through family allowance (and/or childcare allowance) with income tax 'claw back' for high earners;
- Review health benefits grant;
- Financial help for medical expenses and disability allowances;
- 'Back to work' benefits;
- Supplementary benefit;
- Restructuring of Public Assistance;
- Negative income tax (tax credits);
- Increase benefit take-up / active promotion of all benefits available

ACTION AREA B: EDUCATION AND EMPLOYMENT SERVICES

Objectives: -

To encourage and assist those in financial poverty, wherever possible, to improve their situation by: -

Entering, or re-entering, the workforce;
Improving their employment prospects through education and training;
Gaining control of their financial circumstances.

To promote the advice, education, training, and employment opportunities available to those suffering from relative poverty, so that those concerned know where help can be obtained.

Work streams: -

- To promote and provide information, advice and guidance on the support, training and employment opportunities available to those on low incomes;
- To improve provision of employment and training opportunities for people with a disability or who have a medical condition which restricts their ability to work;
- The fieldwork / Community and Environmental Project Scheme;
- To support those sectors of the community who have basic skills difficulties;
- To engage disaffected young people in education;
- Financial support for post-compulsory training.

ACTION AREA C: SERVICES FOR OLDER PEOPLE AND PEOPLE WITH A DISABILITY**Objectives: -**

To provide support and services to the elderly and disabled to alleviate poverty, but with due regard to the sustainability of the Island's resources.

To target this assistance to help single pensioners.

Work streams: -

- Tax and benefit initiatives in Action Area A;
- Employment and training opportunities for people with a disability in action area B;
- Improve the provision of services for older people and people with a disability (buildings, transport, specialised equipment, access to information);
- Long-term care insurance scheme – community services;
- Older people's forums / forums for people with a disability.

ACTION AREA D: SERVICES FOR FAMILIES WITH CHILDREN AND YOUNG PEOPLE**Objectives: -**

To provide support and services to families with dependent children and young people, but with due regard to the sustainability of the Island's resources.

To prioritise help for single parents.

Work streams: -

- Assistance with the cost of childcare provision;
- Introduce a community development project similar to 'Sure Start' initiatives in the UK;
- Develop family centres;
- Broaden priorities of Children Board [Now Health and Social Services Department, Children Services] / review of childcare legislation;
- Involving young people in the decisions that affect their lives / youth forums;
- Youth Service Play Scheme

ACTION AREA E: CRIME REDUCTION INITIATIVES

Objectives: -

To help young people who are vulnerable to criminal activity.

To target areas in the Island where those people susceptible to poverty feel vulnerable to crime.

To smooth the transition from custody to community such that poverty is not a reason to re-offend.

Work streams: -

- Youth inclusion programmes / Holiday Splash Schemes;
- Develop drug and alcohol rehabilitation programmes in prison;
- Greater focus on rehabilitation of young offenders;
- Improve education, training and employment opportunities for prisoners;
- Expand offending behaviour programmes in prison;
- Develop resettlement schemes;
- Improve community policing;
- Encourage the enhancement of the role of Neighbourhood Watch;
- Develop a more inclusionary crime policy;
- Improve the security of individual homes of low-income households.

ACTION AREA F: FISCAL AND LEGISLATIVE MEASURES**Objectives: -**

To review and investigate legislation and fiscal initiatives (excluding the use of Income Tax and Social Security measures) to support the objectives of the States Anti-Poverty Strategy.

Work streams: -

- Credit Union investigation;
- Equity release schemes;
- Investigation into introducing minimum wage legislation;
- Investigation into regulation of loans companies;
- Fuel and energy costs.

ACTION AREA G: CORPORATE HOUSING PROGRAMME

Objectives: -

To present the States with a comprehensive review of the fiscal policy options available to support the objectives of the Housing Strategy.

To integrate land use planning policies which provide for sufficient housing to be created to meet strategic targets, with a range of measures to ensure that those housing opportunities are translated into development that meets the profile of local needs.

To develop policies aimed at providing for the varied needs of the Intermediate Housing Market and to work with other agencies to ensure that there is sufficient provision of affordable housing to meet the reasonable needs of that market.

To maintain and improve the quality of the States-owned housing stock, and to provide high quality tenancy services to the occupiers of those dwellings in order to foster communities that are pleasant and safe to live in.

To develop appropriate housing options for persons requiring supported accommodation, which may include older persons, young people, people with a learning disability, persons with a mental illness, ex-offenders etc.

To establish an authoritative system for collating information about housing in order to monitor and review the effectiveness of the Corporate Housing Programme against strategic objectives.

Work streams: -

See separate States Report contained in this Billet d'État - Corporate Housing Programme – 2005 Action Plans.

(NB The Treasury and Resources Department has no comment on the proposals)

The States are asked to decide:-

I.- Whether, after consideration of the report dated 27th October, 2004, of the Policy Council, they are of the opinion:-

1. To note the progress made against the corporate anti-poverty programme, as set out in that Report.
2. To agree that, with effect from 1st January, 2005,
 - (a) the Education Department shall lead Action Area B: Education and Employment Services;
 - (b) the Commerce and Employment Department shall lead Action Area F: Fiscal and Legislative measures.
3. To approve the Action Plans for 2005.
4. To note that a package for families with children will be brought forward during 2005 and presented in the 2005 Corporate Anti-Poverty Programme annual update.
5. To note that the allocation of adequate resources is necessary to the successful operation of the Corporate Anti-Poverty Programme and, accordingly, to direct the Treasury and Resources Department to work with all States' Departments involved to fulfil this requirement.
6. To direct all States Departments to contribute to the development of the 2005 CAPP Action Plans where their assistance is required.

HOUSING DEPARTMENT

CORPORATE HOUSING PROGRAMME - 2005 ACTION PLANS

The Chief Minister
Policy Council
Sir Charles Frossard House
La Charroterie
St Peter Port

21st October 2004

Dear Sir

EXECUTIVE SUMMARY

This States Report details the proposed Action Plans that will be built into the 2005 Corporate Housing Programme. Those Action Plans have been split into two groups; those that have been afforded high priority for action during 2005, and those that have been afforded lower priority.

The need to generate a list of realistic priorities has come about as a result of the identification of 50 separate workstreams. It is not realistic to consider that all of these will be progressed over the coming twelve months, particularly given the current climate of limited resource availability. All of the lead departments involved in the 2005 Corporate Housing Programme have thus been involved, both at political and staff level in a process of prioritisation.

It is critical that resources are directed towards those Action Plans that have the most potential to impact positively on the States Housing Strategy. This States Report asks the States to consider the results of the prioritisation exercise, to approve the resulting Action Plans, and to direct the Treasury and Resources Department to have regard for the level of resources required to implement them in its resource allocation decisions.

SECTION 1 INTRODUCTION

- 1 The Corporate Housing Programme (CHP) was approved by the States in February 2003¹ as a means of providing a practical framework for implementing the States Housing Strategy (Appendix I), through coordinated action by States' departments, non-government organisations, voluntary groups and the private sector.

¹ The Development of a Housing Strategy and Corporate Housing Programme – Billet d'État II 2003.

- 2 The States approved the first set of detailed Action Plans in July 2003 as part of the 2003 Policy and Resource Planning debate². Subsequently, in July 2004, the Housing Department provided a full update on the progress that had been made against those Action Plans and the States approved new Action Plans for the second half of 2004³.
- 3 That latter report stated “...that full details of the Action Plans for 2005 will be debated in December 2004 as part of Policy and Resource Planning, to enable them to be considered alongside the overall resource requirements of the States.” The purpose of this States Report is, therefore, to detail the proposed Action Plans for 2005.
- 4 The July 2004 States Report raised a number of issues affecting the resources that have been made available to support the CHP in light of the formation of the new States’ departments. (The relevant paragraphs from that Report are reproduced in Appendix II.) As a consequence of the points raised at that time, the Housing Department has decided, in consultation with its CHP partners, that some changes should be made to the structure of the CHP to take it forward.
- 5 The first change relates to the way in which the CHP, and the activities within it, are funded. As explained in the earlier States Reports mentioned above, corporate programmes require a new approach when it comes to the allocation of resources, enabling flexibility and allowing strategic priorities to be targeted. The concept of resourcing a corporate programme, as opposed to resourcing individual States’ departments, is one that is being pursued. As an initial step towards this aim, the Treasury and Resources Department has created a fund for the Corporate Housing Programme - to be managed by the Housing Department – backdated to the beginning of 2004.
- 6 At this stage the CHP Fund is simply a restructuring of the existing budgetary allocations made to the Housing Department. An explanation of how the CHP Fund has been established is given in Appendix III.
- 7 The second change relates to the structure, objectives, and leadership of the six Action Areas. As the CHP has progressed over the past eighteen months, it is now appropriate to refine the objectives of each of the Action Areas and to reconsider which departments are best placed to lead each one. Section 2 below explains the proposals.
- 8 The final change relates to the need to prioritise clearly, against the current backdrop of limited resources, any proposed activities within the Programme. Whilst it is appreciated that there are some 50 projects that Islanders and States

² Corporate Housing Programme Action Plans for 2003/4 – Billet d’État XIV 2003 Policy and Resource Plan.

³ Corporate Housing Programme – Progress Against the 2003/2004 Action Plans and the Development of the 2004/2005 Action Plans – Billet d’État XII 2004.

Members would like to see progressed through the CHP during 2005, it must also be appreciated that action is only possible where resources can be made available to the lead and other departments involved. Section 3 below explains the process of prioritisation that has been adopted and details those activities that will be afforded high priority status during 2005.

- 9 Section 4 details *all* of the initiatives that have been proposed over the past eighteen months, illustrating those which have been afforded high priority and those which have been afforded lower priority. The Action Plans are summarised in Appendix IV for ease of reference.

SECTION 2 ACTION AREAS

- 10 The CHP comprises six Action Areas that, jointly, reflect the diversity of action that is required to meet the States Housing Strategy across a variety of fronts. The objectives of each of these six Action Areas are designed to cut across individual States' departments' mandates and to focus action on meeting those objectives.
- 11 Each of the six Action Areas has at least one 'Lead Department' whose role it is to define the specific Action Plans within each action area and to ensure that progress is being made as required. The Housing Department has responsibility for the overall coordination of the Programme, its role being to manage the priorities within it, and to assist those other groups involved in each Action Area to achieve their stated objectives.
- 12 Following discussions with the relevant departments, there are three proposed changes for the 2005 CHP Action Areas:
 - a) That the Treasury and Resources Department become the lead department for Action Area A. This reflects the change in responsibilities following the review of the Machinery of Government.
 - b) That Action Area C is changed to encompass all Action Plans associated with the needs of the Intermediate Housing Market (those individuals who are not eligible for States' accommodation but who find it difficult to enter the owner occupied market). This will include the private rented sector (previously covered by Action Area E), but will not include certain specialist forms of housing, i.e. sheltered accommodation.
 - c) That Action Area E is changed to focus specifically on the provision of supported housing for people with special needs, including that which may be managed by agencies other than the States.

As this is a new Action Area, it is proposed that the Housing Department be the lead department for the first year - acknowledging that other departments, particularly the Health and Social Services Department, will be

closely involved. The leadership of this Action Area will be reviewed again in 2005.

- 13 The proposed Action Areas, together with their specific objectives and lead departments, are listed below:

ACTION AREA A – FISCAL POLICY

Lead Department – Treasury & Resources Department

Objective:

To present the States with a comprehensive review of the fiscal policy options available to support the objectives of the Housing Strategy.

ACTION AREA B – LAND USE POLICY AND HOUSING DEVELOPMENT

Lead Departments – Environment Department and Housing Department

OBJECTIVE:

To integrate land use planning policies which provide for sufficient housing to be created to meet strategic targets, with a range of measures to ensure that those housing opportunities are translated into development that meets the profile of local needs.

ACTION AREA C – INTERMEDIATE HOUSING MARKET

Lead Department – Housing Department

Objective:

To develop policies aimed at providing for the varied needs of the Intermediate Housing Market and to work with other agencies to ensure that there is sufficient provision of affordable housing to meet the reasonable needs of that market.

ACTION AREA D – STATES-OWNED STOCK

Lead Department – Housing Department

Objective:

To maintain and improve the quality of the States-owned housing stock, and to provide high quality tenancy services to the occupiers of those dwellings in order to foster communities that are pleasant and safe to live in.

ACTION AREA E – SUPPORTED HOUSING PROVISION

Lead Department – Housing Department

Objective:

To develop appropriate housing options for persons requiring supported accommodation, which may include older persons, young people, people with a learning disability, persons with a mental illness, ex-offenders etc.

ACTION AREA F – INFORMATION AND PROGRAMME MONITORING

Lead Department – Policy Council (Policy and Research Unit)

Objective:

To establish an authoritative system for collating information about housing in order to monitor and review the effectiveness of the Corporate Housing Programme against strategic objectives.

SECTION 3 PRIORITY WORKSTREAMS

- 14 In its July 2004 States Report, the Housing Department pointed out the resourcing challenges that have been faced by the lead departments involved in the CHP. That States Report concluded: *“...there remains much to do in realigning the priorities and resources of individual States’ departments to the attainment of corporate objectives. This will continue to present a significant challenge but one that the recent reform of government is designed to assist not frustrate.”*
- 15 The provision of adequate resources to support States’ Corporate Programmes is a complex issue and one that the Policy Council is working to address as part of the overall development of an effective, corporate approach to government.
- 16 The Housing Department is committed to ensuring that the 2005 Action Plans reflect a more realistic balance than has previously been seen between the expectations of the Programme and the resources afforded to it. In order to do this, it has been important to establish the relative priority of each of the activities identified as being necessary to fulfil the CHP objectives.
- 17 In September 2004, the Minister and senior staff from each of the lead departments were invited to join Housing Department Members at a CHP workshop specifically focused on gaining that realistic balance between expectations and available resources. This workshop gave each department the opportunity to understand the full extent of the Action Plans that have been

proposed through the CHP; to consider the relative priority of each activity; and, importantly, to consider the impact of those Action Plans on the resources available within each department.

- 18 A total of 50 separate workstreams were considered. These were made up of:
 - a) existing projects that are set to continue;
 - b) projects that have come forward as a result of States' resolutions; and
 - c) new projects that have been identified as a result of current housing needs.
- 19 The 16 delegates at the workshop were asked to decide and agree on which workstreams were of high, medium or low priority. A voting system was then used in order to establish a consensus view of the top priorities for action during 2005. Links between Action Plans were also explored. The resultant high and lower priority groupings are shown in Section 4.
- 20 A total of 12 workstreams were agreed as being those that should take top priority for action during 2005. These are listed, in no particular order, below:
 - Develop and implement a package of proposals aimed at improving the quality and affordability of the Private Rental Sector⁴.
 - Continue the development of sheltered housing at the Rosaire Avenue site by Housing 21 Guernsey.
 - Continue the long-term programme of refurbishment of States Houses.
 - Review the fiscal policies affecting housing and their integration with wider corporate and strategic policies.
 - Implement the Rent and Rebate Review at the beginning of May 2005.
 - Complete the Guernsey Housing Association development at Rue des Marais/Rue des Lierres by December 2005.
 - Finalise the detailed administrative rules for the Partial Ownership scheme.
 - Complete the development by the Guernsey Housing Association of the Roseville site by September 2005.

⁴ The Housing Department is currently in consultation with other States' departments and bodies outside of the States to agree a package of measures based on the recommendations made in the report: Improving the Quality and Affordability of Private Rented Accommodation in Guernsey – Billet d'État XII 2004.

- Carry out a Housing Needs Survey by December 2005.
- Establish a long-term programme of housing development to meet housing needs, by prioritising for development: (i) sites in the ownership of the Housing Department; and (ii) sites in States and/or private ownership that may be developed in accordance with the provisions of the Urban Area Plan and the existing and draft Rural Area Plan.
- Establish systems and procedures to collect and report on core data measures required to monitor the CHP in its entirety.
- Implement the new Planning Law.

21 In addition to the high priority workstreams identified above, there are a number of existing projects that are well-advanced and will, therefore, continue during 2005:

- Review the provision of Interest Tax Relief and its impact on the housing market.
- Revise the impact on the housing market of the policy for calculating Tax on Rateable Value.
- Commence the development by the Guernsey Housing Association of the Old Coach Station site in March 2005.
- Commence the development by the Guernsey Housing Association of the La Chaumiere site during the first quarter of 2005.
- Commence the development by the Guernsey Housing Association of Clairval House.
- Publish an Outline Planning Brief on the Belgrave Vinery site, facilitate a Public Inquiry and report to the States.
- Develop an implementation Plan for the Belgrave Vinery site including the ongoing management and interim use of the site.
- Present the findings of the current study into Planning Agreements.
- Report to the States on the feasibility of a Self Build scheme by March 2005.
- Work with the Health and Social Services Department to progress the development of pilot Key Worker housing schemes.

- Improve communication on CHP objectives and progress across States' departments and other interested parties.
 - Continue to support the development of, and grant fund, the NCH Youth Housing Project.
- 22 A number of the high priority workstreams identified in paragraph 20 above are inextricably linked with other projects. Accordingly, those linked projects will also be given high priority for action during 2005.
- 23 For example, the introduction of the new States House rent and rebate proposals will require the following projects to be completed in order to ensure successful implementation:
- Introduce new States' tenancy policies and procedures by May 2005.
 - Introduce the new States Tenancy Agreement by May 2005.
 - Develop and implement a revised Rent Arrears strategy by July 2005.
 - Produce and distribute a States Tenancy handbook by May 2005.
- 24 There are also a number of existing workstreams that have naturally progressed as part of a wider initiative; that is to say, it has been cost-effective and logical to progress the relevant workstreams together. Where this remains the case, the relevant projects will be combined into one.
- 25 For example, the following activities all form part of the ongoing project entitled 'Continue the long-term programme of refurbishment of States Houses'
- States House 'Partnering' programme.
 - The Estate Enhancement programme.
 - Energy efficiency improvements to States' properties.
 - States House rewiring programme.
 - States House re-roofing programme.
 - Replace and improve States House drainage schemes.

SECTION 4 ALL PROPOSED WORKSTREAMS

- 26 As highlighted in paragraph 8, there are 50 different workstreams that have been put forward for progression through the CHP during 2005. Following the prioritisation of these projects, as discussed in Section 3 above, each of those projects is summarised below according to the level of priority that has been afforded to it. Importantly, the essential balance across all six Action Areas has been maintained, thus enabling the principle objectives of the States Housing Strategy to continue to be pursued.
- 27 **Where a particular project does not fall into the high priority category, it must be understood that it is unlikely that they will be progressed during 2005, although it is possible that some projects might move in or out of the high priority category during the year as a result of changed circumstances. However, this is likely to require a specific States' direction, as available resources are intended to be devoted solely to the priority workstreams.**

28 HIGH PRIORITY WORKSTREAMS

ACTION AREA A – FISCAL POLICY

- Review the fiscal policies affecting housing and their integration with wider corporate and strategic policies.
- Review the provision of Interest Tax Relief and its impact on the housing market.
- Revise the impact on the housing market of the policy for calculating Tax on Rateable Value.

ACTION AREA B – LAND USE POLICY AND HOUSING DEVELOPMENT

- Implement the new Planning Law.
- Present the findings of the current study into Planning Agreements.
- Publish an Outline Planning Brief on the Belgrave Vinery site, facilitate a Public Inquiry and report to the States.
- Develop an implementation Plan for the Belgrave Vinery site including the ongoing management and interim use of the site.

ACTION AREA C – INTERMEDIATE HOUSING MARKET

- Develop and implement a package of proposals aimed at improving the quality and affordability of the Private Rental Sector.
- Finalise the detailed administrative rules for the Partial Ownership scheme.
- Report to the States on the feasibility of a Self Build scheme by March 2005.
- Work with the Health and Social Services Department to progress the development of pilot Key Worker housing schemes.
- Establish a long-term programme of housing development to meet housing needs, by prioritising for development: (i) sites in the ownership of the Housing Department; and (ii) sites in States and/or private ownership that may be developed in accordance with the provisions of the Urban Area Plan and the existing and draft Rural Area Plan.
- Complete the Guernsey Housing Association development at Rue des Marais/Rue des Lierres by December 2005.
- Complete the development by the Guernsey Housing Association of the Roseville site by September 2005.
- Commence the development by the Guernsey Housing Association of the Old Coach Station site in March 2005.
- Commence the development by the Guernsey Housing Association of the 'La Chaumiere' site during the first quarter of 2005.
- Commence the development by the Guernsey Housing Association of Clairval House.

ACTION AREA D – STATES-OWNED STOCK

- Implement the Rent and Rebate Review at the beginning of May 2005.
- Introduce new States' tenancy policies and procedures by May 2005.
- Introduce the new States Tenancy Agreement by May 2005.
- Develop and implement a Rent Arrears strategy by July 2005.
- Produce and distribute a States Tenancy handbook by May 2005.
- Continue the long-term programme of refurbishment of States Houses.

ACTION AREA E – SUPPORTED HOUSING PROVISION

- Continue the development of sheltered housing at the Rosaire Avenue site by Housing 21 Guernsey.
- Continue to support the development of, and grant fund, the NCH Youth Housing Project.

ACTION AREA F – INFORMATION

- Carry out a Housing Needs Survey by December 2005.
- Establish systems and procedures to collect and report on core data measures required to monitor the CHP in its entirety.
- Improve communication on CHP objectives and progress across States' departments and other interested parties.

29 **LOWER PRIORITY WORKSTREAMS****ACTION AREA A – FISCAL POLICY**

- Investigate Supplementary Benefit / Housing Benefit provision for those on low Income and other tenure neutral housing subsidies.

ACTION AREA B – DEVELOPMENT PROGRAMME AND LAND USE POLICY

- Investigate the provision of temporary accommodation for re-housing tenants during renovation and redevelopment work.
- Participate in the working group focused on the redevelopment of Leale's Yard.

ACTION AREA C – INTERMEDIATE HOUSING MARKET

- Review the States Home Loans scheme.
- Develop the legislative, operational and funding arrangements for the Assisted Purchase affordable housing scheme.
- Develop the legislative, operational and funding arrangements for a Leasehold affordable housing scheme.

ACTION AREA D – STATES-OWNED STOCK

- Work with the Home Department to develop an Antisocial Behaviour Strategy for States' estates.
- Publish a States Tenants newsletter.
- Upgrade/replace the Housing Management and Information software package.
- Carry out an asbestos survey of States' properties.

ACTION AREA E – SUPPORTED HOUSING PROVISION

- Develop a strategy for the onward accommodation of ex-offenders.
- Improve provision across all market sectors for improved independent living for physically disabled Islanders.
- Work with the NCH Youth Housing Project to develop a strategy for the onward accommodation of young Islanders leaving the NCH training bedsits.
- Work with the Health and Social Services Department to develop proposals aimed at providing supported accommodation for mentally ill Islanders.
- Work with the Health and Social Services Department to develop proposals aimed at providing supported accommodation for Islanders with learning disabilities.

ACTION AREA F – INFORMATION

- Develop and maintain an Affordable Housing Register.

SECTION 5 CONCLUSION

- 30 The resources required to achieve the Action Plans that have been afforded a high priority during 2005 should not be underestimated. Taken together, the proposed Action Plans present a challenge for each of the lead departments involved in the 2005 CHP as they represent the most significant and comprehensive programme of activity that has been proposed to date. Thus the cooperation and assistance of the Treasury and Resources Department in approving the necessary resources – staff, IT and money – to implement these Action Plans is essential to their delivery.

SECTION 6 RECOMMENDATIONS

The Housing Department recommends the States as follows:

- i) to approve the 2005 Action Plans for the six action areas of the Corporate Housing Programme, as set out in Appendix IV of this report;
- ii) to note that the allocation of adequate resources is necessary to the successful implementation of the Corporate Housing Programme;
- iii) to direct the Treasury and Resources Department, in its resource allocation decisions, to have regard for the staff, I.T. and budget requirements of each States' department to enable them to implement the 2005 Action Plans.

Yours faithfully

D Jones
Minister
Housing Department

APPENDIX I

STATES HOUSING STRATEGY

- To ensure that all persons legally resident in Guernsey have access to housing accommodation to meet their reasonable needs.
- To meet housing needs in a sustainable manner in the long-term interests of the community as a whole, making prudent use of all resources and recognising that investment in housing must be prioritised and compatible with strategic policies and the wider programme of public expenditure approved by the States.
- To ensure that there are measures in place to limit any growth in population through immigration in order to manage housing demand in accordance with the principles of sustainability.
- To provide the community with a range of housing options, acknowledging that while home ownership has historically been the preferred means of meeting housing needs, good quality, fairly priced housing may be provided across the housing market by other means and through a variety or mix of agencies – public, private and voluntary.
- To enable housing to be provided for those financially unable to enter the private housing market, either to purchase or rent, through a range of housing measures attuned to meeting their specific housing needs including social rented housing, partial ownership schemes etc.
- To enable the provision of supported accommodation for persons with special needs including accommodation for older persons, young people, people with a learning disability, persons with a mental illness, ex-offenders etc.
- To maintain and improve the quality of housing in Guernsey across all sectors bearing in mind the impact of housing conditions on the health and well-being of the community.

APPENDIX II

Extract from: CORPORATE HOUSING PROGRAMME - Progress Against The 2003/2004 Action Plans and Development of The 2004/2005 Action Plans. Billet d'État XII 2004.

SECTION 4

RESOURCING THE CORPORATE HOUSING PROGRAMME

- 53 As part of the States' commitment to the implementation of policy initiatives and the associated use of resources, the Resource Coordination Working Group (RCWG) was established in late 2002 with the main purpose of assessing requests for resources in terms of corporate priorities and making progress towards a more integrated and corporate way of thinking about resourcing across the States. This group has provided a useful forum for considering the resourcing of the CHP and has encouraged discussion of the more flexible approach to resourcing that is required if corporate programmes are to be resourced adequately. This reflects the fact that the importance of resourcing the CHP adequately was highlighted in both of the policy letters mentioned in paragraphs 1 and 4 above.
- 54 The concept of resourcing a corporate programme, as opposed to resourcing individual States' departments, has been piloted through the CHP. However, one of the main barriers to the success of this approach has been one of changing existing mindsets.
- 55 It has been traditional within States' departments that their own human resources, budgets, land and IT resources be protected vehemently and devoted to the achievement of that department's own political priorities. This is an approach that is inevitable in light of the pressures on public funds and particularly on human resources. However, it is a culture and practice that has run contrary to the achievement of strategic objectives and which the evolution of corporate programmes, and the new machinery of government, are designed to address.
- 56 During the CHP's first year, it has proven difficult for departments to realign their priorities to the achievement of strategic objectives and to resource themselves accordingly. Not only has the concept of corporate programmes been new, it has also been alien to traditional ways of working. Latterly, there have been signs that the benefits of corporate working are showing through, leading to a greater willingness to think corporately rather than departmentally.
- 57 However, nowhere has the traditional way of thinking been more evident than in providing resources to support the CHP: it is here that the most fundamental cultural shifts must occur if the full benefits of the CHP are to be realised, as is discussed more fully in the paragraphs that follow.

- 58 When considering **financial resources**, work is currently underway to establish a CHP budget. A significant proportion of this budget would be made up of the already existing States Houses Fund, States Housing Association Fund and Housing Development and Loans Fund. A separate portion of the budget will be dedicated to funding other areas of the CHP that are not currently covered by those funds mentioned above. These may include funding of consultants, research, IT and temporary staff specific to particular Action Plans. Provision for this is presently being discussed by the Lead departments. **Establishment of this CHP budget will be fundamental to the complete success of the programme.**
- 59 The provision of appropriate **human resources** to support the Action Plans within the 2003/2004 CHP has presented a most significant, albeit expected, challenge. This has resulted from increased expectations by the general public on the operational elements of many States' departments' mandates, coupled with an ever-increasing need to focus on the policy aspects of those mandates. All of the major departments involved in the CHP have been, and still are, presented with the significant challenge of applying limited staff resources to priorities that are generally considered to be mutually exclusive – operational versus strategic, departmental versus corporate – the result being a diffusion of effort across an ever-widening number of workstreams.
- 60 Furthermore, States' departments have been required to work within the Staff Number Limitation Policy (SNLP) for more than 15 years; and in the July 2003 Policy and Resource Planning debate, the Advisory and Finance Committee and the Civil Service Board reaffirmed the States' commitment to the SNLP in the context of the achievement of corporate objectives.
- 61 The ability of the major departments involved and, ultimately, of the States to ensure that human resource requirements are made available to meet the obligations contained in the CHP, whilst upholding the SNLP, remains a complex issue. The Housing Department intends to continue discussions with the Treasury and Resources Department on resolving this issue in the second half of this year, prior to the December 2004 Policy and Resource Planning debate, as **the ability to ensure that human resource requirements are made available to meet the obligations contained in the CHP is fundamental to the complete success of the programme.**
- 62 The level of input required by the Law Officers to draft **legislation** and provide **legal advice** to support the various projects within the CHP has been significant during the first year, exceeding all prior expectations. For a number of projects, the level of legislative change required had not been fully appreciated during the initial planning stage. Resolution of this issue has already begun through increased consultation with the Law Officers at an early stage when initial project plans are formed. For other projects, the sheer volume of work currently being faced by the Law Officers across a wide range of other initiatives has prevented progress on the drafting of legislation for specific projects.

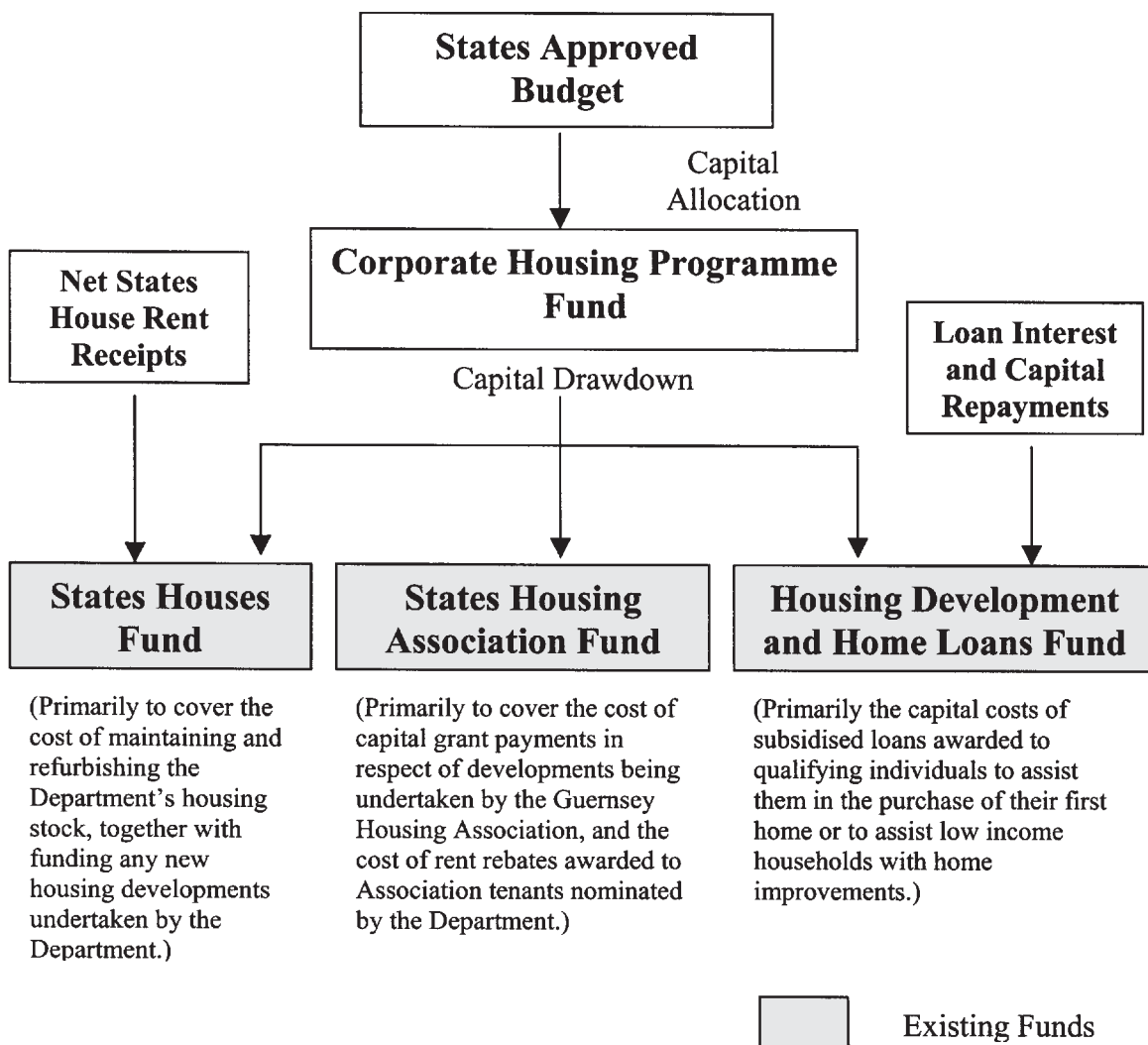
- 63 The Law Officers have made considerable efforts during this year to improve their service delivery. This has resulted in the allocation of specific legal support to each States' department in order to assist in the coordination and prioritisation of policy related work streams across the States but, **the provision of an adequate level of legal support is fundamental to the complete success of the programme.**
- 64 Several specific projects within the 2003/2004 Action Plans have highlighted an increasing need for **IT support** and, in particular, for better integrated **IT systems**. The majority of existing IT systems that require interrogation for the purposes of the CHP have been in use for a number of years and have been developed and/or updated in-house during that period to collect and provide specific information related exclusively to the mandate of their commissioning department.
- 65 However, one of the basic requirements of the CHP, and indeed of any corporate programme, is the ability to share information. When considering the Island's housing market, a number of departments produce independent information that is relied upon:
- a. to inform the direction that the CHP action areas need to take; and
 - b. to monitor the success of the CHP as a whole.
- 66 The major departments involved in the 2003/2004 CHP Action Plans are pleased to note the intentions of the Treasury and Resources Department to establish a new platform for delivering IT services across States' departments. The proposed structure and responsibilities indicate that the combination of a strong and effective Information Technology Unit and IT resources will, amongst other aims, enable the coordination of systems development and information sharing. This approach to corporate projects will be facilitated through the Services and Strategy Development Section. **The ability to develop and manage corporate information systems is, however, fundamental to the complete success of the programme.**
- 67 **Having discussed with the Policy Council the aforementioned issues regarding the provision of resources to carry out States' Corporate Programmes, the Housing Department is pleased that the Council has agreed to address them as part of the overall development of an effective, corporate approach to government.**

APPENDIX III

Corporate Housing Programme Fund

The Treasury and Resources Department and the Housing Department have agreed to the creation of a 'Corporate Housing Programme Fund' or CHPF. The CHPF, which will sit above the three existing housing funds (see illustration below), will receive a single capital allocation each year that will replace the individual capital allocations currently made to the existing (now subordinate) funds.

It is important to note that the CHPF will always have a cost base in its own right; namely, the Housing Department's operating costs that are considered to be integral to the furtherance of the Corporate Housing Programme (staff, supplies and services) that were previously charged to General Revenue (and thereby funded by an annual cash-limit allocation). As a consequence, each year a proportion of the single capital allocation made to the CHPF will be used to meet the Housing Department's operating costs. In 2004, this amounts to approximately £1.1million.



APPENDIX IV

SUMMARY OF 2005 ACTION PLANS

Those Action Plans shown in *italics* are those which have been given low priority for action during 2005.

ACTION AREA A – FISCAL POLICY

Lead Department – Treasury & Resources Department

Objective:

To present the States with a comprehensive review of the fiscal policy options available to support the objectives of the Housing Strategy.

Action Plan 2005:

- Review the fiscal policies affecting housing and their integration with wider corporate and strategic policies.
- Review the provision of Interest Tax Relief and its impact on the housing market.
- Revise the impact on the housing market of the policy for calculating Tax on Rateable Value.
- *Investigate Supplementary Benefit / Housing Benefit provision for those on low Income and other tenure neutral housing subsidies.*

ACTION AREA B – LAND USE POLICY AND HOUSING DEVELOPMENT

Lead Departments – Environment Department and Housing Department

Objective:

To integrate land use planning policies which provide for sufficient housing to be created to meet strategic targets, with a range of measures to ensure that those housing opportunities are translated into development which meets the profile of local needs.

Action Plan 2005:

- Implement the new Planning Law.
- Present the findings of the current study into Planning Agreements.
- Publish an Outline Planning Brief on the Belgrave Vinery site, facilitate a Public Inquiry and report to the States.
- Develop an implementation Plan for the Belgrave Vinery site including the ongoing management and interim use of the site.

- *Investigate the provision of temporary accommodation for re-housing tenants during renovation and redevelopment work.*
- *Participate in the working group focused on the redevelopment of Leale's Yard.*

ACTION AREA C– INTERMEDIATE HOUSING MARKET

Lead Department – Housing Department

Objective:

To develop policies aimed at providing for the varied needs of the Intermediate Housing Market and to work with other agencies to ensure that there is sufficient provision of affordable housing to meet the reasonable needs of that market.

Action Plan 2005:

- Develop and implement a package of proposals aimed at improving the quality and affordability of the Private Rental Sector.
- Finalise the detailed administrative rules for the Partial Ownership scheme.
- Report to the States on the feasibility of a Self Build scheme by March 2005.
- Work with the Health and Social Services Department to progress the development of pilot Key Worker housing schemes.
- Establish a long-term programme of housing development to meet housing needs, by prioritising for development: (i) sites in the ownership of the Housing Department; and (ii) sites in States and/or private ownership that may be developed in accordance with the provisions of the Urban Area Plan and the existing and draft Rural Area Plan.
- Complete the Guernsey Housing Association development at Rue des Marais/Rue des Lierres by December 2005.
- Complete the development by the Guernsey Housing Association of the Roseville site by September 2005.
- Commence the development by the Guernsey Housing Association of the Old Coach Station site in March 2005.
- Commence the development by the Guernsey Housing Association of the La Chaumiere site during the first quarter of 2005.
- Commence the development by the Guernsey Housing Association of Clairval House.
- *Develop the legislative, operational and funding arrangements for the Assisted Purchase affordable housing scheme.*

- *Develop the legislative, operational and funding arrangements for a Leasehold affordable housing scheme.*
- *Review the States Home Loans scheme.*

ACTION AREA D – STATES-OWNED STOCK

Lead Department – Housing Department

Objective:

To maintain and improve the quality of States-owned housing stock, and to provide high quality tenancy services to the occupiers of those dwellings in order to foster communities that are pleasant and safe to live in.

Action Plan 2005:

- Implement the Rent and Rebate Review at the beginning of May 2005.
- Introduce new States' tenancy policies and procedures by May 2005.
- Introduce the new States Tenancy Agreement by May 2005.
- Develop and implement a Rent Arrears strategy by July 2005.
- Produce and distribute a States Tenancy handbook by May 2005.
- Continue the long-term programme of refurbishment of States Houses.
- *Work with the Home Department to develop an Antisocial Behaviour Strategy for States' estates.*
- *Publish a States Tenants newsletter.*
- *Upgrade / replace the Housing Management and Information software package.*
- *Carry out an asbestos survey of States properties.*

ACTION AREA E – SUPPORTED HOUSING PROVISION

Lead Department – Housing Department

Objective:

To develop appropriate options for persons requiring supported accommodation, which may include older persons, young people, people with a learning disability, persons with a mental illness, ex-offenders etc.

Action Plan 2005:

- Continue the development of sheltered housing at the Rosaire Avenue site by Housing 21 Guernsey.
- Continue to support the development of, and grant fund, the NCH Youth Housing Project.
- *Develop a strategy for the onward accommodation of ex-offenders.*
- *Improve provision across all market sectors for improved independent living for physically disabled Islanders.*
- *Work with the NCH Youth Housing Project to develop a strategy for the onward accommodation of young Islanders leaving the NCH training bedsits.*
- *Work with the Health and Social Services Department to develop proposals aimed at providing supported accommodation for mentally ill Islanders.*
- *Work with the Health and Social Services Department to develop proposals aimed at providing supported accommodation for Islanders with learning disabilities.*

ACTION AREA F – INFORMATION**Lead Department – Policy Council (Policy and Research Unit)****Objective:**

To establish an authoritative system for collating information about housing in order to monitor and review the effectiveness of the Corporate Housing Programme against strategic objectives.

Action Plan 2005:

- Carry out a Housing Needs Survey by December 2005.
- Establish systems and procedures to collect and report on core data measures required to monitor the CHP in its entirety.
- Improve communication on CHP objectives and progress across States' departments and other interested parties.
- *Develop and maintain an Affordable Housing Register.*

(NB The Policy Council supports the proposals)

(NB The Treasury and Resources Department has no comment on the proposals)

The States are asked to decide:-

II.- Whether, after consideration of the Report dated 21st October, 2004, of the Housing Department, they are of the opinion:-

1. To approve the 2005 Action Plans for the six action areas of the Corporate Housing Programme, as set out in Appendix IV of that Report.
2. To note that the allocation of adequate resources is necessary to the successful implementation of the Corporate Housing Programme.
3. To direct the Treasury and Resources Department to take into account the financial and IT resources required for implementation of the 2005 Action Plans when recommending to the States revenue and capital allocations.
4. To direct the Treasury and Resources Department to have due regard to the staffing implications for implementation of the 2005 Action Plans when administering the Staff Number Limitation Policy.

IN THE STATES OF THE ISLAND OF GUERNSEY

ON THE 8TH DAY OF DECEMBER, 2004

The States resolved as follows concerning Billet d'État No XXIII
dated 19th November, 2004

CORPORATE PROGRAMMES

POLICY COUNCIL

**CORPORATE ANTI-POVERTY PROGRAMME – PROGRESS AGAINST THE
2004 ACTION PLANS AND DEVELOPMENT OF THE 2005 ACTION PLANS**

- I.- After consideration of the report dated 27th October, 2004, of the Policy Council: -
1. To note the progress made against the corporate anti-poverty programme, as set out in that Report.
 2. To agree that, with effect from 1st January, 2005,
 - (a) the Education Department shall lead Action Area B: Education and Employment Services;
 - (b) the Commerce and Employment Department shall lead Action Area F: Fiscal and Legislative measures.
 3. To approve the Action Plans for 2005.
 4. To note that a package for families with children will be brought forward during 2005 and presented in the 2005 Corporate Anti-Poverty Programme annual update.
 5. To note that the allocation of adequate resources is necessary to the successful operation of the Corporate Anti-Poverty Programme and, accordingly, to direct the Treasury and Resources Department to work with all States' Departments involved to fulfil this requirement.
 6. To direct all States Departments to contribute to the development of the 2005 CAPP Action Plans where their assistance is required.

HOUSING DEPARTMENT

CORPORATE HOUSING PROGRAMME - 2005 ACTION PLANS

II.- After consideration of the Report dated 21st October, 2004, of the Housing Department: -

1. To approve the 2005 Action Plans for the six action areas of the Corporate Housing Programme, as set out in Appendix IV of that Report.
2. To note that the allocation of adequate resources is necessary to the successful implementation of the Corporate Housing Programme.
3. To direct the Treasury and Resources Department to take into account the financial and IT resources required for implementation of the 2005 Action Plans when recommending to the States revenue and capital allocations.
4. To direct the Treasury and Resources Department to have due regard to the staffing implications for implementation of the 2005 Action Plans when administering the Staff Number Limitation Policy.

S. M. D. ROSS
HER MAJESTY'S DEPUTY GREFFIER