



# BILLET D'ÉTAT

WEDNESDAY, 13th DECEMBER, 2006

POLICY COUNCIL

GOVERNMENT BUSINESS PLAN  
(POLICY AND RESOURCE PLAN 2007)

XIX  
2006

# ***B I L L E T D ' É T A T***

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## **TO THE MEMBERS OF THE STATES OF THE ISLAND OF GUERNSEY**

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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 13<sup>th</sup> DECEMBER, 2006,** immediately after the Special Meeting, which will be convened for that day for the purpose of considering the States Budget for 2007, to consider the item contained in this Billet d'État which has been submitted for debate by the Policy Council.

**G. R. ROWLAND**  
Bailiff and Presiding Officer

The Royal Court House  
Guernsey  
10 November 2006

## **POLICY COUNCIL**

### **GOVERNMENT BUSINESS PLAN (POLICY & RESOURCE PLAN 2007)**

#### **Foreword**

In the Foreword to last year's Policy & Resource Plan, I said that the task of developing the concept of a 'Corporate Agenda' for the States into a Government Business Plan would be a formidable task. I was not wrong.

2006 has been a challenging year for States Members as we have worked together as independent politicians to identify our shared political priorities and set out a practical action plan to pursue them. The decisions we have made about the island's tax structure and the recognised need to maintain our prosperity through economic growth, have underlined the importance of working together much more effectively to achieve agreed goals.

This year, the familiar descriptive form of previous Policy & Resource Plans has been superseded by the new, action-oriented, Government Business Plan. It is not yet a complete document because much more work remains to be done before the Plan is fully developed and presented to the States next July. Considered as a 'work in progress', however, it represents a fundamental change in the way that the States have traditionally operated.

For the first time, the States are committing themselves to a corporate direction for government that expresses overall political priorities as well as responding to individual Departmental initiatives. This will make the States accountable to the electorate in a way that has never previously been possible.

L C Morgan  
Chief Minister

23<sup>rd</sup> October 2006

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## Executive Summary

The development of Guernsey's first Government Business Plan during 2006 has been a politically driven process and will continue to be so as the Plan continues to evolve. All States Members have been asked to contribute to the production of a strategic agenda for government that focuses on the most important challenges facing the island and describes in practical terms how they will be tackled. The initiative has been promoted and guided by the Policy Council but it has involved an unprecedented level of informal discussion and debate amongst States Deputies acting as individual politicians outside the usual structure of Departments and Committees.

The Plan at this stage is very much a work in progress. The achievement to date has been to establish an organisational structure and identify the majority consensus for action but further work remains to be done in order to present a fully developed document to the States in July 2007. It is important to bear in mind that the Plan will only be as effective as the process that underlies it and it is the *process* of building a forward-looking and corporate approach to government that will deliver successful results.

This report is deliberately concise and focuses on setting out the main structural components of the Plan:

- Long-standing Statements of Strategic Policy and Practice have been edited and consolidated to provide a clear expression of principles referred to as the **Corporate Policy Framework**.
- The eight **Key Themes** approved by the States as a 'touchstone' for corporate government during this States term have been retained but in headline form only. The actions to be taken in support of each theme have been translated into the Strategic Statements (above) or the States Priorities (below).
- The Plan identifies 14 specific **States Priorities** for action during the remainder of this States term and the plans to be pursued in each case. Work is continuing to develop these **action plans** fully so that they demonstrate the way in which the States intend to realise their objectives. This will include the development of Key Performance Indicators and a monitoring process that concentrates on the effectiveness of government action.
- Short summaries of the **Operational Plans** of States Departments and Committees are to be provided as part of the Government Business Plan from July 2007 onwards. The summaries will demonstrate alignment with corporate goals but will also indicate the broader range of work being carried out by government bodies in their delivery of public services.
- Two subsidiary **Strategic Plans** will form part of the Government Business Plan: the Strategic Land Use Plan will continue to be used as the means for guiding the production of the Environment Department's Development Plans but, in future, it

will sit alongside a new Economic Development Plan that will guide government action to support the well-being of the local economy.

- The only proposed amendments to the Strategic Land Use Plan this year are concerned with the sustainable management of water and stone resources.

To keep the text of the main Plan as succinct as possible, descriptive material about the development of current and future Government Business Plans is provided in **Appendices 1 and 2**. This information is, however, extremely important because it explains the way in which the States are working to create a more effective system to generate policy and manage public resources.

The comprehensive process for developing a Government Business Plan in the full States term following the 2008 elections (Appendix 2), builds on the foundations being laid this year and next and describes the way in which strategic planning could be better integrated with fiscal management, scrutiny and consultation with the general public.

## **THE STRUCTURE OF THE GOVERNMENT BUSINESS PLAN**

The Government Business Plan remains formally denoted as the States Policy & Resource Plan for the purposes of relevant legislation but it is presented as a new, more streamlined form of plan that is part of a wider family of documents.

### **The Government Business Plan consists of several related layers:**

1. **States Corporate Policies**

These are high-level statements of government policy that should not require frequent review.

2. **The Eight Key Themes of the Corporate Agenda**

The Themes are of equal importance and are bound together by an overarching statement of purpose. Together they represent the political consensus within the States that sets a broad direction for government.

3. **The States' Priorities**

This will be a statement of the specific Political Priorities that the majority of States Members agree should be pursued during the States' term together with action plans for achieving these objectives.

4. **Operational Plan Summaries**

The operational plans of the Policy Council and all States Departments and Committees will be summarised within the Government Business Plan.

5. **Strategic Plans**

The **Strategic Land Use Plan** (Strategic & Corporate Plan) will be retained as part of the Government Business Plan having been a long-standing component of the Policy & Resource Plan.

In addition, a new plan, the **Economic Development Plan**, will be developed and included in future Government Business Plans to guide government action to support the continued well-being of the local economy.

6. **Further Development of the Government Business Plan**

The first Government Business Plan is yet to be completed as is explained in this report. Work will continue to complete the plan for consideration at the July 2007 States meeting and it is proposed that, in future cycles, the main Policy debate will take place in July followed by the setting of the States Budget in the Autumn.

In this first States assembly following the 2004 elections, Members have had to develop a Government Business Plan from first principles. Appendix 2 shows how the process is expected to operate during 2008-2012 including the relationship between policy and fiscal planning.

In its fully developed form the integrated Government Business Planning process will be expressed through a 'family' of related documents as part of a comprehensive organisational structure. This structure will include Income and Expenditure Plans and Monitoring Reports. It will also provide rôles for the Scrutiny and Public Accounts Committees as indicated in the Appendix 2.

7. **Appendices to the Plan – Legislation (Appendix 3)**

The appendices to this year's Government Business Plan include a Schedule of Legislation that has been approved, in principle, by the States and is now to be drafted. In previous Policy & Resource Plans, this schedule has included an indication of Policy Council priorities but the Policy Council considers that at this stage in the development of the Government Business Plan, prioritisation would be premature.

A prioritised schedule for drafting new legislation will be included in the Government Business Plan when it is next presented to the States in July 2007.

## **STATES CORPORATE POLICIES**

### **Review of the Current Policies**

Last year's Policy & Resource Plan explained that until the States adopted the Eight Key Themes of its Corporate Agenda in December 2004, the overall objectives of the government of Guernsey had been expressed through a series of Strategic & Corporate Policies and Statements of Practice. It was recognised that the full development of the Corporate Agenda into a Government Business Plan would involve a review of these policies but that they should remain valid during the interim period.

As work on the Government Business Plan has since made substantial progress, it is now possible to categorise existing policies as follows:

1. Policies that are, in effect, superseded by the Key Themes and the proposed statement of Political Priorities.
2. Policies that should be retained for the time being but will be superseded when the Government Business Plan is complete.
3. Policies that remain valid for the longer-term as an expression of organisational values and principle and that should be retained.



4. Policies that should be retained but in a revised form as part of the Government Business Plan.

The overall intention in reviewing high-level corporate policies has been to produce a concise policy framework rather than set out in full every aspect of strategic policy. As the corporate process of producing a Government Business Plan becomes embedded in the way the States operates, so it becomes less important to reproduce each individual strategy within the plan itself as was the case in the past.

### **Proposed Corporate Policy Framework**

#### **1. STATEMENT OF PRINCIPLES**

The following Statement of Principles was adopted by the States of Guernsey in July 1996 (Billet d'Etat XIV 1996). The Statement expresses the relationship between the government and the individual citizen and the respective rights, duties and responsibilities which arise from that relationship.

##### **1. The community of Guernsey aspires:**

- To foster and develop the conditions by which people may secure their well-being and realise their full potential.
- To protect those who are unable to safeguard their welfare or to enjoy an adequate quality of life.
- To sustain the general well-being and culture of the whole community.
- As part of an international community, to consider the impact of its actions on the welfare of people elsewhere.

##### **2. Every member of the community has:**

- A right to benefit from these aspirations.
- A duty to contribute to fulfilling them.
- A responsibility to safeguard his or her own welfare.

##### **3. The actions of the States are exercised through:**

- A constitutional framework, which defines the terms on which measures may be taken, ensures representation in the decision-making process and provides mechanisms for accountability.
- A legislative and judicial framework, which defines and safeguards the scope and limits of authority.

- An executive and administrative framework, which implements the decisions of the duly constituted authority.

**4. The States have the duty:**

- To serve and protect the community and its members.
- To recognise and respect the rights and independence of individuals as members of the community.
- To act as the stewards of the island, not only for present but also for future generations.
- To protect the international constitutional status of the island.
- To manage Guernsey's affairs on a sustainable and cost-effective basis.
- To develop and implement measures to meet the aspirations of the community.
- To communicate in a meaningful way with the people of the Bailiwick.

**5. To this end the States undertake:**

- To secure the provision of an infrastructure of resources and services for the people of Guernsey.
- To secure the provision of services and benefits which protect and enhance the welfare of individuals, groups and the whole community.
- To facilitate economic activities which make best use of available resources to create wealth for the community.
- To secure the maintenance and improvement of the environment of the island.
- To secure the representation of the island's interests on international matters.
- To keep the people of the Bailiwick informed about government activities and to listen attentively to their views.

**NB:** For the purposes of this Report the “community of Guernsey” is generally taken to be those who are legally, ordinarily resident in the island and members of their household. Its application to others, including residents of Alderney and Sark, is determined by appropriate legislation or resolution of the States.

## **2. CORPORATE PRACTICES**

These statements provide guidance about the way in which the States operate, their handling of public resources and the strategy for land use.

### **1. Overall Policy**

The States of Guernsey are a corporate body. The Policy Council and all Departments and Committees and all public service staff should:

- Be committed to the States strategic objectives and the policies being pursued to achieve them.
- In all activities, be seen to act impartially, consistently, equitably and with confidentiality, in accordance with the law, States policies and generally accepted principles of best practice.
- The Policy Council and all States Departments and Committees are accountable to the States for the efficient and effective management and safeguarding of public funds, staff and other resources entrusted to them.
- The processes for developing and adopting a Government Business Plan (Policy & Resource Plan) provide the means by which the States can debate and resolve their strategic objectives and policies.
- The implementation of the Government Business Plan will be supported by a co-ordinated process of political scrutiny carried out by the Scrutiny Committee and Public Accounts Committee.
- One of the Treasury and Resources Department's responsibilities is the development and maintenance of administrative and accounting guidelines on what constitutes best practice against which the activities of States Departments and Committees and their employees can be audited, including by the Public Accounts Committee.
- To ensure impartiality, consistency and equality of treatment across the whole of the States, the Public Sector Remuneration Committee is responsible for collective bargaining on behalf of the States as an employer, in respect of the remuneration and conditions of service of all staff employed by the States.

### **2. Fiscal Policies**

- The States fiscal policies will be developed and implemented in such a way that they make a positive contribution to the economic health of the Bailiwick.

- Public services must be delivered in an efficient and effective manner and value for money must always be achieved.
- In general, public sector expenditure (revenue and capital) will be kept to levels that are affordable from ongoing income and out of existing reserves and will be at levels sufficient to ensure that public sector services are maintained at standards appropriate for a modern society.
- Taxation policies will be used in support of agreed States objectives for social and environmental aims.
- The States should always have regard to inflation when formulating fiscal policy.
- An adequate level of reserves will be maintained to provide protection against economic and operational uncertainties.
- The States will take a cautious approach to public sector borrowing, only doing so where the debt can be serviced by a secure, associated income stream.
- Income raised by way of taxes and duties should be accrued to the General Revenue account and used to fund general revenue activities. In general, such income is not earmarked for expenditure in specific areas. However, fees and charges raised by individual Departments will generally be retained by those Departments.
- A risk-averse approach will be adopted to manage public assets.
- Effective risk management strategies and procedures will be developed and implemented in all areas of activity to ensure that risk management awareness, and the potential adverse consequences, are continually reinforced at all levels.
- The timing and content of the year-end accounts, budgets and associated reports will be continually reviewed and, when necessary, revised to ensure that they are appropriate and aid the public's understanding of the States financial affairs.

### **3. Human Resource Policies**

- Recent Policy & Resource Plans have included a statement of strategic policy towards the management of human resources in the public sector.
- This policy is currently under review taking into account the Chief Executive's modernising agenda for the Public Service and the proposed States Priority (No 13) and associated action plan, as set out later in this report, "Create a forward-looking culture amongst all public sector staff".

- Until this review is completed, the long-standing Staff Numbers Limitation Policy will continue to be administered by the Treasury & Resources Department.

It is anticipated that a concise policy statement on Human Resources will be included as part of the fully developed Government Business Plan that will be presented to the States in July 2007.

#### **4. Information & Communication Technology Policies**

- Strategic ICT policy has undergone a preliminary review in response to the major organisational change that has taken place within the States since 2004 and in line with the Government Business Plan and the direction that the States is adopting. It will be further developed to support the objectives of the Government Business Plan as approved by the States.
- It is recognised that the government needs to be able to:
  - Deliver improved services to the public.
  - Operate more cost-effectively.
  - Create an integrated and corporate ICT system supported by a common business framework and technical infrastructure.
  - Generate and share information efficiently across the organisation in order to achieve corporate objectives and be able to monitor performance.

As with Human Resources, it is anticipated that a concise statement of ICT policy will be included in the fully developed Government Business Plan to be presented to the States in July 2007.

#### **5. Strategic Land Use Policies**

- States policy is for economic growth and environmental quality achieved through a balanced and sustainable strategy for the benefit of Guernsey. The three interdependent principles of sustainable development as they relate to the local context are:
  - To encourage the further social and economic development of the island and to ensure as far as possible that sufficient land and support infrastructure are available to accommodate this objective.
  - To use land and buildings efficiently, and consequently to channel development activity into existing and committed urban areas, particularly through a rehabilitation and upgrading of the existing fabric and infrastructure thus constraining further

- inroads into undeveloped land and generally resulting in higher density development than at present.
- Actively to conserve and enhance the quality of the environment of both urban and rural areas.
  - These principles underlie the nine strategic themes on which the Strategic Land Use Plan is based:
    - **Housing:** making optimum provision for the Island’s housing needs.
    - **Employment:** meeting the needs of a diverse economy.
    - **Commercial Centres:** maintaining the vitality and viability of Town, the Bridge and other parish centres.
    - **Strategic Transport:** securing the provision of adequate air and sea links.
    - **Telecommunications Infrastructure:** making provision for telecommunications systems.
    - **Water, Stone and Waste:** sustainable management and the provision of essential infrastructure.
    - **Social, Community and Recreation:** enabling the broadest possible access to facilities and services.
    - **Countryside:** balancing the competing demands on the countryside.
    - **Built Environment and Cultural Heritage:** maintaining the quality of the built environment and safeguarding Guernsey’s cultural heritage.

### 3. CORPORATE POLICIES

In previous years, various corporate policies and key strategies have been reproduced as part of the annual Policy & Resource Plan. The document has provided a central point of information on States policies.

The transition from a Policy & Resource Plan to a Government Business Plan involves a change in emphasis from a descriptive form of document to a more concise and action-oriented plan. Now that the process of producing the Government Business Plan is inherently corporate in nature, the need to repeat corporate policies in the Plan is much reduced.

In the case of Energy Policy, for example, the States Priority (No 10) “Meet energy needs more efficiently and sustainably”, with its associated action plan, in effect, supersedes the old States policies for energy.

Only policy statements that are necessary for legal and regulatory purposes will be included in the Government Business Plan from now onwards.

## **1. Population**

Current States policy towards population management remains as approved by the States prior to the restructuring of government in 2004. As such, the policy still refers to the former Housing Authority whose mandate has since been passed to the Housing Department.

The policy states that:

- (i) The growth in population should be limited to as low a level as possible consistent with achieving Economic, Social and Environmental objectives.
- (ii) The main population control measures should continue to be the Housing Control Law and the Right to Work Law.
- (iii) The States should continue to encourage the use of new technology and the provision of training in order to increase the level of skills and productivity of the resident population.
- (iv) As far as possible, jobs should be filled by local residents. However, there continues to be a need to employ overseas labour to supplement the local labour force in specific areas.
- (v) No members of the resident population, be they licence holders, Open Market residents or members of their households, shall be restricted from maximizing their contribution to the economy through employment.

**In support of the objective set out in (i) above, the Housing Department has stated that, in administering the Housing Control and Right to Work Laws, its policies are as follows:**

- 1. (a) The vast majority of those employed from overseas should continue to be on short-term housing licences (i.e. for periods up to nine months or three years);
- (b) The issue of short-term licences should be judged on the basis of no suitable local labour being available to undertake the work.
- 2. Wherever possible, essential licences will be limited so that such licence holders do not reside in Guernsey for more than five consecutive years. The Department may issue licences for longer periods of residence where appropriate, for example, where (i) limitation would act to the detriment of achieving Economic, Social and Environmental objectives, or (ii) long-term continuity in the post is

essential to the community, or (iii) the skills required for the post are scarce on a national or international basis so that recruiting is exceptionally difficult.

3. The Housing Department, when considering an application for an employment related licence, will take into account the extent to which the applicant is using new technology and providing training.
4. With the exception of licences granted in respect of cohabitation on a one to one basis, the Housing Department will generally only grant licences, on compassionate grounds, to persons who:
  - (a) Are potentially qualified residents as specified in the Law; and
  - (b) Are currently resident in the island; and
  - (c) Have already completed a substantial proportion of the specified qualifying period.

**The control and monitoring of population has been identified as a States Priority (No 5) and the Strategic Population Review Group, which was established in 2004, is continuing to work to develop new policies for presentation to the Policy Council and subsequently, to the States.**

**The intention is that a new policy, as approved by the States, will become the basis of an action plan to support the States Priority. This will then form part of the complete Government Business Plan to be presented to the States in July 2007.**

**For the time being, the current States policy remains valid for the purposes of the Housing Control Laws.**

## **2. Security & Emergency Planning** (Formerly titled 'Law & Order Policy')

**As a matter of Corporate Policy the States of Guernsey will strive to prevent all types of criminal activity in or from the Bailiwick and to pursue all criminal activity that may occur, including the provision of assistance to international law enforcement agencies and to build and protect a safe, just and tolerant society for the people of the Bailiwick.**

In the implementation of this strategy, the Home Department will seek to:

- Reduce serious and organised crime, particularly money laundering, financial crime, drug trafficking and illegal immigration.
- Increase people's sense of security and quality of life in relation to personal threats from, for example, acquisitive crime or crimes of violence.



- Reduce the rates of re-offending through appropriate response to people who have entered the Criminal Justice system.
- Protect the community by prevention of civil hazards such as fire or major incidents rather than solely concentrating on dealing with them when they occur.

### **3. Principles for the Regulation of the Financial Services Sector**

The core principles adopted by the States to regulate the local financial services sector have been adopted as one of the Corporate Policies of the States and are kept under review to reflect changing circumstances.

The currently approved principles are as follows:

- The island's excellent international reputation is the foundation stone of the financial services sector. The States of Guernsey are therefore committed to ensure that local standards of regulation of the financial services sector and co-operation in regulation and law enforcement will continue to meet established international standards.
- The island will argue in international fora for a global level playing field in standards amongst reputable jurisdictions. International initiatives will continue to be monitored and, once agreed, international standards should be adopted in the best long-term interests of the island's economy and reputation.
- Guernsey will continue to maintain a vigilant approach in countering money laundering and terrorist financing and will take all reasonable action to prevent money laundering and terrorist financing within the Bailiwick. The regulatory and law enforcement agencies of the Bailiwick will continue to work closely together, share information and assist in criminal investigations in other jurisdictions to deny criminals and terrorists access to the global financial systems. Guernsey will continue to co-operate fully with the international community in the tracing, freezing and confiscation of the assets of criminals, terrorists and their agents, sponsors and supporters.
- The States of Guernsey will preserve an appropriate balance between the legitimate right to confidentiality and the need to assist foreign law enforcement agencies. At all times this commitment will take fully into account privacy obligations arising out of Article 17 of the International Covenant on Civil and Political Rights, Article 8 of the European Convention on Human Rights and similar obligations.

### **4. States Guidance to Shareholders**

Under the terms of the States Trading Company Ordinance, the Treasury and Resources Department acts as Shareholder on behalf of the States, in relation to Guernsey Post and Guernsey Electricity.

At the time of commercialisation, the States agreed Guidance on exercising the rôle of Shareholder for each States Trading Company. The STC Ordinance provides that such guidance will be published in the Policy & Resource Plan.

Following the joint States Report on the Review of Commercialisation in May 2006 (Billet d'Etat X, 2006), this Guidance is currently under review. It is intended that the latest Guidance will be included as part of the fully developed Government Business Plan to be presented to the States in July 2007 and in future plans thereafter.

### **THE EIGHT KEY THEMES OF THE CORPORATE AGENDA**

The Key Themes that express the Corporate Agenda for government were formulated by the Policy Council at a series of special meetings held shortly after the States elections in 2004. They were subsequently endorsed by the States as a whole via the 2005 Policy & Resource Plan. They represent the broad, political consensus for guiding decision-making during the current States assembly. The Themes are bound together by an over-arching statement of purpose which states that:

**Guernsey prospers as a self-determining, distinct and independent community that is a good place to live and bring up children because it is safe, attractive and forward-looking and attempts to meet the aspirations of its citizens.**

The Themes set out the States shared aims for the following topics:

- Autonomy
- Business Environment
- Community/Social Inclusion
- Culture
- Natural & Built Environments
- Population
- Public Finances
- Public Sector Services.

As originally devised, each Theme was expressed as a 'Principle Aim' supported by actions to be taken in pursuit of that aim.

The further evolution of the Corporate Agenda into a Government Business Plan means that whilst the Key Themes remain valid, they now sit as part of a more fully developed framework that includes revised Statements of Corporate Policy and Practice and the Statement of Political Priorities and associated action plans.

As a consequence, it has been possible to translate the statement of intent supporting each key theme into the commitments and actions set out in the wider Government Business Plan. To have retained the old Key Theme format within the new plan, on the other hand, would have been both confusing and repetitious.

The Key Themes are now expressed as ‘headline’ statements only as follows:

**Guernsey prospers as a self-determining, distinct and independent community that is a good place to live and bring up children because it is safe, attractive and forward-looking and attempts to meet the aspirations of its citizens.**

**Autonomy**

To uphold and enhance Guernsey’s domestic autonomy and international personality, which are based on its constitutional position and successful history of democratic self-government.

**Business Environment**

To create and sustain the conditions that help maintain a prosperous and resilient business environment which is able to respond quickly to changing local and international circumstances.

**Community/Social Inclusion**

To maintain Guernsey as a strong and caring community, where respect for individuals flourishes, and where the needs of all members of the community, including vulnerable groups, are provided for.

**Culture**

To preserve the unique cultural identity that Guernsey enjoys. This identity is based on the strong traditions of a community that values the past but is also self-confident about the future.

**The Natural & Built Environments**

To enhance the enjoyment of living in Guernsey through a process of continuous improvement to both the natural and built environments.

**Population**

To put in place a corporate policy for population management that is legally robust, ethically sound and practical to implement recognising that any potential benefits of population growth through net immigration must always be carefully weighed against the increased demand for public services and the potentially adverse impacts on the local environment and quality of life that may result from a rise in population.

**Public Finances**

To manage public finances and taxation so that Guernsey remains competitive internationally and financially independent.

**Public Sector Services**

To provide high quality public sector services in situations only where need and value for money can be demonstrated.

## **THE STATES PRIORITIES**

During 2006, States Members have worked together over several months to define their political priorities for the remaining period of the current States assembly. The process that has been followed in order to identify and refine those priorities is summarised in Appendix 1.

**During this term of the States its Members are committed to:**

### **Fundamental Priorities**

1. Assert Guernsey's independent identity
2. Plan for sustainable economic growth
3. Contain public finances and maintain economic growth

### **Service Priorities**

4. Redistribute wealth wisely within the community
5. Control and monitor population growth
6. Determine waste management strategies
7. Take firm action against crime and the causes and effects of crime
8. Provide best value healthcare for the community
9. Maximise the return on investment in education provision
10. Meet energy needs more efficiently and sustainably
11. Investigate the impact of climate change

### **Delivery Priorities**

12. Deliver a streamlined government programme more corporately
13. Create a forward-looking culture amongst all public sector staff
14. Actively prioritise specific legislation

Each political priority is underpinned by a plan that sets out the 'cascade' of actions that will be taken in pursuit of the objective and identifies the government body that has lead responsibility for each element of the action plan.

**The plans are currently at various stages of development and they are being presented to the States as a work in progress that will be completed for formal consideration by the States in July 2007. Where action plans are substantially in place, it is expected that work within existing mandates will proceed accordingly in advance of the formal adoption of the Government Business Plan next year. Even when the plan is completed and approved, however, it will continue to evolve as a 'living document' in pursuit of the agreed priority objectives.**

Most plans will consist of 4 tiers:-

- Level 1. A description of the Priority objective.
- Level 2. The ‘workstreams’ or broad areas of work to be undertaken in pursuit of the objective.
- Level 3. The major items of work to be carried out as part of each workstream.
- Level 4. Contributory actions to be taken in support of the major tasks at Level 3.

At Level 2, the plan will name the States Department or Policy Council Steering Group with lead responsibility for each of the workstreams.

When fully developed each plan will include Key Performance Indicators that will be monitored over time to show whether the action being taken is effective.

**PRIORITY 1**

**Assert Guernsey’s independent identity**

**Level 1**

**To assert and develop Guernsey’s independent right to self-government, in a responsible and determined way. The States will reinforce this strong sense of local identity both internally and externally, through policies designed to promote and respect the island’s distinctive local culture and traditions, and its independent mindedness.**

**Level 2**

• **Formal Statement**

Develop and establish a formal statement that expresses the Bailiwick’s independence and which reflects the island’s legitimate concerns, understanding and history. This statement is intended to underpin the Bailiwick’s internal and external relations.

**External Relations Group**

• **Cultural Identity**

Preserve, promote and uphold the values and physical elements that reflect the Bailiwick’s unique cultural identity.

**Culture and Leisure Department**

• **Independent Identity**

Reinforce the island’s international personality through representation by political, cultural and sporting teams, at events where Guernsey can demonstrate its independent identity.

**External Relations Group**

**Level 3****Formal Statement**

Develop and establish a formal statement that expresses the Bailiwick's independence and which reflects the island's legitimate concerns, understanding and history. This statement is intended to underpin the Bailiwick's internal and external relations.

- Create a well-resourced political and executive team that is charged with progressing these matters and bringing forward recommendations for action to the External Relations Group and the Policy Council.
- Recognise and consolidate the interests and concerns of those that represent the island at civic, political and departmental levels.
- Articulate the constitutional context in which the Bailiwick (principally Guernsey, Alderney and Sark) is currently placed.
- Clarify the existing relationships within the Bailiwick and explore how these might affect relationships with Jersey and the UK.
- Explore various options for constitutional cooperation that might underpin the Bailiwick's and the Channel Islands' approach to their external affairs over the next 25 years.
- Further develop the existing relationship with the UK and identify new initiatives that could be taken to reinforce the Bailiwick's international personality and help inform the development of its external relations.
- Ensure that Guernsey's interests are effectively articulated, widely understood and accepted by the international community.

**Cultural Identity**

Preserve, promote and uphold the values and physical elements that reflect the Bailiwick's unique cultural identity.

- Increase awareness, protection and continued development of Guernsey's identity as expressed through the built environment and other physical elements of the island.
- Nurture expression and encourage development and change to Guernsey's cultural identity to ensure that a sustainable legacy is passed to future generations.
- Assist in the other islands in the Bailiwick wherever possible and practicable in upholding their own unique cultural identities.

**Independent Identity**

Reinforce the island's international personality through representation by political, cultural and sporting teams, at events where Guernsey can demonstrate its independent identity.

- Attend international political events and functions which provide value for money and where both politicians and senior public servants can articulate Guernsey's unique independent identity.
- Attend and stage musical festivals and arts events with international reputation where private sponsorship can augment public funding and provide value for money.
- Participate in and stage major sporting events where private sponsorship can augment public funding and provide value for money.
- Encourage, support and celebrate individuals who excel in the arts and sports and whose off-island achievements reflect positively on Guernsey and can be identified as positive local role models.

## **PRIORITY 2**

### **Plan for sustainable economic growth**

#### **Level 1**

**To promote, develop and adopt policies that support the successful implementation of the Future Economic and Taxation Strategy devised to ensure that the island remains in the medium and long terms as a great location for businesses to prosper and provide employment within a diverse sustainable economy.**

#### **Level 2**

- **Monitoring**

Consolidate existing data and develop key performance indicators on economic performance that will assist in the monitoring of the economy. Evaluate performance within economic sectors to determine where effort, encouragement or resources be applied to best advantage.

**Fiscal and Economic Steering Group**

- **Diversification**

Stimulate and encourage initiatives that are intended to diversify business activity within existing economic sectors and within possible new sectors that together will help grow States revenues and the wider economy in the medium and longer term.

**Fiscal and Economic Steering Group**

- **Fiscal Policy**

Develop and implement fiscal and other policies that arise from the Future Economic and Taxation Strategy and with regard to the effect that these policies will have on the growth in States revenues and the economic wellbeing of the island.

**Treasury and Resources Department**

- **Land for Business**  
Provide an adequate supply of both industrial and commercial land for the possible expansion of business activity in the medium and longer term through the Strategic Land Use Plan.  
**Strategic Land Planning Group**
- **Workforce Development**  
Develop and adopt policies intended to provide an adaptable and well-trained workforce of a size and capacity that aids sustainable growth in accordance with current population and migration policies.  
**Fiscal and Economic Steering Group**
- **Legislative Framework**  
Evaluate existing regulatory and statutory regimes together with the current legislative programme to ensure that they encourage business activity to grow and flourish whilst maintaining adequate safeguards to protect the island's reputation, the consumer and the general public.  
**Commerce and Employment Department**

### **PRIORITY 3**

#### **Contain public finances and maintain economic growth**

##### **Level 1**

**To increase revenue income by 3% above RPI and contain expenditure to RPI or less. Invest £20m per year in capital expenditure and implement the States Capital Prioritisation and Rationalisation Programme. In order to do this, the Capital Reserve will be effectively depleted and up to half of the Contingency Reserve may be utilised as a short-term measure to fund any deficit.**

*The above level 1 statement refers to the underlying financial objectives during the first phase of the Future Economic and Taxation Strategy.*

### **PRIORITY 4**

#### **Redistribute wealth wisely in the community**

##### **Level 1**

**To consolidate and develop policies to help and empower those on low incomes and vulnerable members of the community, to share in the advantages of a largely prosperous economy.**

##### **Level 2**

*The development of an action plan to pursue this priority objective will integrate the Corporate Anti-Poverty Programme with elements of the Corporate Housing Programme under the leadership of the Social Policy Steering Group.*



## **PRIORITY 5**

### **Control and monitor population growth**

#### **Level 1**

*The Policy Council, through its Strategic Population Review Group, is progressing twinned States reports on a Population and Migration Policy for Guernsey, and on Population/Housing Controls. It is envisaged that both reports will be submitted to the States for debate at the same meeting in the first couple of months of 2007.*

## **PRIORITY 6**

### **Determine waste management strategies**

#### **Level 1**

**To enable progress to be made in the management of Guernsey's waste, the States will debate strategies for both solid and liquid waste.**

#### **Level 2**

- **Solid Waste Strategy**  
Identify the preferred long-term solid waste management strategy, support interim measures and draft a 25-year Waste Disposal Plan.  
**Environment Department**
- **Liquid Waste Strategy**  
Consider a strategy with the options for the future treatment/disposal of liquid waste.  
**Public Services Department**

## **PRIORITY 7**

### **Take firm action against crime and the causes and effects of crime**

#### **Level 1**

**To promote and support policies that keeps the Bailiwick a safe and secure place to live. This means taking firm action against crime and tackling the situations that give rise to criminal behaviour through strategies to tackle drug and alcohol abuse and social problems in the community.**

#### **Level 2**

- **Public Safety**  
Provide a coordinated service, to keep the Bailiwick a secure and safe place to live and supply an efficient response to any major civil emergency.  
**Home Department**

- **Law Enforcement**

Take firm action by providing an economic, efficient and effective law enforcement resource to combat anti-social behaviour, prevent serious and organised crime, including drug trafficking, financial crime and terrorism, attack money laundering and confiscate the proceeds of crime.

**Home Department**

- **Criminal Justice**

Further develop the recommendations of the Criminal Justice Policy Working Group, in consultation with the Law Officers of the Crown and to monitor and measure outcomes.

**Home Department**

- **Drug and Alcohol Strategy**

Promote and lead on the delivery of the Drug and Alcohol Strategy (due to be debated at November 2006 States meeting) and other strategies, including monitoring and measuring outcomes.

**Social Policy Steering Group**

### **Level 3**

#### **Public Safety**

Provide a coordinated service, to keep the Bailiwick a secure and safe place to live and supply an efficient response to any major civil emergency.

- Reduce the public fear of crime.
- Increase the education of the public in fire safety matters.
- Develop and implement an appropriate response and the maintenance of essential services to the public in times of civil emergency.
- Ensure the effective management of offenders.

#### **Law Enforcement**

Take firm action by providing an economic, efficient and effective law enforcement resource to combat anti-social behaviour, prevent serious and organised crime, including drug trafficking, financial crime and terrorism, attack money laundering and confiscate the proceeds of crime.

- Target serious criminal activity including drug trafficking.
- Prevent and reduce crime.
- Protect the public.
- Secure Bailiwick borders.
- Protect against terrorism.
- Reduce street crime.

- Attack money laundering and confiscate the proceeds of crime.
- Combat volume crime (e.g. criminal damage).
- Target all anti-social behaviour.
- Work in partnership with the community.
- Increase joined up Law Enforcement activity.
- Promote the work of the Serious Organised Crime Group and the Bailiwick Financial Crime Committee.
- Provide mutual assistance and fulfil international obligations.

### **Criminal Justice**

Further develop the recommendations of the Criminal Justice Policy Working Group, in consultation with the Law Officers of the Crown and to monitor and measure outcomes.

- Introduce a Community Service Scheme as an alternative to custodial sentences.
- Work with the Judiciary and Law Officers to develop an integrated Criminal Justice System.
- Recommend new criminal justice legislation.
- Consider the introduction of other schemes such as electronic monitoring, curfew orders, anti-social behaviour orders, and weekend sentencing.
- Introduce a system of monitoring and evaluating the Criminal Justice System including the provision of annual trend information.
- Strengthen links with other social policy areas such as the Corporate Anti-Poverty Programme.
- Develop a comprehensive Community Safety Strategy, integrating policies on drugs and alcohol, domestic abuse and anti-social behaviour.
- Develop schemes to ensure that victims and witnesses are properly cared for and managed throughout the Criminal Justice System.

### **Drug and Alcohol Strategy**

Promote and lead on the delivery of the Drug and Alcohol Strategy (due to be debated at November 2006 States meeting) and other strategies, including monitoring and measuring outcomes.

- Further reduce the demand for, and acceptability of, drugs and alcohol by raising awareness and increasing knowledge of the consequences of problem use.

- Prevent and minimise experimentation with drugs and alcohol enabling young people and families to make positive choices about their lives.
- Provide treatment services including advice, information, counselling and support for people with drug and alcohol problems.
- Reduce drug and alcohol related crime, disorder and drink/drug driving.
- Encourage those who drink to do so safely and within established safe limits.
- Ensure a joined up approach in delivery, strengthening links with other social policy areas and provide a monitoring framework to ensure quality and value for money.

## **PRIORITY 8**

### **Provide best value healthcare for the community**

#### **Level 1**

**To pursue a strategy for health and social services which promotes the attainment and maintenance of optimum health and which supports and safeguards the vulnerable members of the community. This requires the direction of resources to those areas which provide the best return on investments.**

#### **Level 2**

- **Prevention and Screening**  
Promote healthy lifestyle choices intended to reduce the incidence of illness and develop screening programmes which identify the need for treatment at an early stage. Such prevention and screening will not only improve the quality of life but also reduce the need for more costly services at a later date.  
**Health and Social Services Department**
- **Community and Social Care**  
Change the focus of caring for people in institutions to caring for those same people in their own homes. This will reduce the need for more costly institutional care and treatment that will be reserved for those with the most complex needs.  
**Health and Social Services Department**
- **Diagnosis and Treatment**  
Improve the range of diagnostic services that can be easily accessed and determine which diagnostic and treatment services can and should be provided most cost effectively on-island within facilities which are fit for purpose.  
**Health and Social Services Department**
- **Cost Base**  
Review those elements that contribute towards the cost base of providing essential health and social services.  
**Health and Social Services Department**

**Level 3****Prevention and Screening**

Promote healthy lifestyle choices intended to reduce the incidence of illness and develop screening programmes which identify the need for treatment at an early stage. Such prevention and screening will not only improve the quality of life but also reduce the need for more costly services at a later date.

- Promote healthy individual lifestyle choices.
- Promote healthy environmental choices.
- Monitor sources of potential pollution/ill health.
- Introduce additional screening for cancer.
- Introduce diabetic retinopathy screening.
- Ensure easy access to family planning services.
- Target family planning services at those most at risk.
- Further reduce the demand for, and acceptability of, drugs and alcohol by raising awareness and increasing knowledge of the consequences of problem use.
- Prevent and minimise experimentation with drugs and alcohol, enabling young people and families to make positive choices about their lives.
- Encourage those who drink alcohol to do so safely and within established safe limits.

**Community and Social Care**

Change the focus of caring for people in institutions to caring for those same people in their own homes. This will reduce the need for more costly institutional care and treatment that will be reserved for those with the most complex needs.

- Provide 24-hour services to people in their own homes.
- Introduce a Hospital at Home service.
- Enhance Community Mental Health Team services.
- Support the development of 'extra care' sheltered housing.
- Implement new children's legislation.
- Devise and implement an integrated children's plan.
- Implement measures designed to protect children and deal with instances of child abuse.
- Develop supported living services for people with a disability.

- Use community facilities which are available to the whole population as an alternative to specialist facilities.
- Develop services for homeless people.
- Support to development of services and strategies to safeguard vulnerable adults, including older people and those who suffer domestic abuse.
- Monitor and regulate the provision of care services.

### **Diagnosis and Treatment**

Improve the range of diagnostic services that can be easily accessed and determine which diagnostic and treatment services can and should be provided most cost effectively on-island within facilities which are fit for purpose.

- Provide a range of on-island diagnostic services, including CT and MRI.
- Arrange access to off-island diagnostic services where it is impractical or too costly to provide them on-island.
- Rationalise and improve services through implementation of the Health and Social Services site development plan.
- Improve service delivery and coordination through implementation of an electronic health and social care record.
- Develop mental health treatment options.
- Progress implementation of the cancer strategy, including palliative care.
- Develop cardiovascular services.
- Provide treatment services, including advice, information, counselling and support, for people with drug and alcohol problems.

### **Cost Base**

Review those elements that contribute towards the cost base of providing essential health and social services.

- Consider who is the most appropriate provider of services.
- Promote the provision of key worker accommodation.
- Review the costs of recruitment, including the impact of housing laws.
- Review fees and charges for services.
- Review the mix of general revenue and healthcare insurance funding.
- Improve the infrastructure, to reduce annual costs.
- Review the additional costs of services required by States policies, such as the Staff Number Limitation Policy.

**PRIORITY 9****Maximise the return on investment in education provision****Level 1**

**To consolidate and develop best value policies for education and lifelong learning which promote equality of educational opportunity and which are directed to ensure the best quality of education is obtained for the individual and for the community as a whole.**

**Level 2**

- **Equality of Opportunity**  
Develop the statutory structure of education in order to raise achievement standards and to provide equality of educational opportunity such that no student be denied access to education or lifelong learning through disability, disadvantage or for financial reasons and so that their potential be maximised.  
**Education Department**
- **Regulatory Framework**  
Review local education and training legislation and regulation to ensure equality of educational opportunity and compliance with Human Rights and Data Protection legislation. Evaluate the possible expansion of statutory education provision at pre-school and post-16 (15) levels and consider the anticipated social and economic benefits of the investment.  
**Education Department**
- **Partnerships**  
Promote and develop partnerships through which students, parents and businesses join with the States in investing in education and lifelong learning on an equitable basis where shared benefits can be demonstrated.  
**Education Department**
- **Cost Base**  
Review those elements that contribute towards the cost base of providing efficient and effective education and lifelong learning on the island.  
**Education Department**

**PRIORITY 10****Meet energy needs more efficiently and sustainably****Level 1**

**To adopt policies which ensure a diverse and robust supply of energy sufficient for Guernsey's needs while also improving energy efficiency both to minimise the need to import energy and to reduce the island's carbon footprint.**

**Level 2**

- **Diverse and Robust Supply**  
Identify specific actions to ensure that Guernsey has both a diverse and robust energy supply sufficient for the island's needs.  
**Energy Policy Steering Group**
- **Energy Reduction**  
Consider the specific actions to be taken to reduce energy consumption from current levels.  
**Energy Policy Steering Group**
- **Switch to Clean Renewable Energy**  
Identify steps required to switch progressively to clean renewable energy sources thus reducing Guernsey's carbon footprint.  
**Energy Policy Steering Group**

**PRIORITY 11****Investigate the impact of climate change****Level 1**

**To investigate the potential local impact of climate change on seawater levels, atmospheric temperature, precipitation and rainfall, and extreme weather events.**

**Level 2**

- **Scenario Evaluations**  
Identify and examine various climate change scenarios and projections on the rate and the extent of climate change over various timescales.  
**Environment Department**
- **Impact and Risk Assessment**  
Consider qualitative and quantitative potential environmental, social and economic impacts, resulting from climate change scenarios. Risk assess and prioritise the potential impacts on the island's infrastructure of the most probable climate change outcome.  
**Environment Department**
- **Planning and Adaptation**  
Identify and evaluate the costs, timescales and benefits of likely potential adaptation strategies to the island's infrastructure and the likely funding and implementation impact.  
**Environment Department**



**PRIORITY 12****Deliver a streamlined government programme more corporately****Level 1**

**To streamline and rationalise the scope of the public services and ensure that government works corporately to provide those services demonstrating a consistency between overall objectives and public service delivery.**

**Level 2**

*The development of an action plan to pursue this priority objective will include a lead rôle for the Public Services Steering Group. The group is mandated to advise the Policy Council on the development of programmes of action to fulfil the objectives of the Public Sector Services key theme.*

**PRIORITY 13****Create a forward-looking culture amongst all public sector staff****Level 1**

**To adopt policies that revitalise public sector working practices that focus on efficiency, quality and innovation. This will include policies that enhance the general working of the public sector, aid recruitment, endorse best practice and help develop staff.**

**Level 2**

- **Working Practices and Service Delivery**  
Promote integrated, streamlined work practices that are results-focused to improve customer service. Enhance service delivery through developing a public sector that is provided with necessary skills, has delegated authority and is encouraged to be innovative in providing services.  
**Policy Council**
- **Staff Development and Performance**  
Create a culture of active career development and performance management in the public sector that encourages and rewards excellence.  
**Policy Council**
- **Employment Practices**  
Develop employment practices that support the recruitment of quality candidates, and ensure that conditions applied to staff whilst in service are in line with best public sector practice.  
**Public Sector Remuneration Committee**

- **Identity**  
Define the identity and enhance the image of the civil service to help make the organisation become an employer of choice.

**Policy Council**

### **Level 3**

#### **Working Practices and Service Delivery**

Promote integrated, streamlined work practices that are results-focused to improve customer service. Enhance service delivery through developing a public sector that is provided with necessary skills, has delegated authority and is encouraged to be innovative in providing services.

- Establish innovative ways to provide services in an efficient and cost-effective manner, embracing technology where possible.
- Become more customer focused by creating an adaptable and flexible workforce that puts the customer first.
- Become outcome focused by following due process but not being process driven.
- Empower staff at lower levels with accountable authority for service delivery.
- Encourage greater cross-departmental working to make better use of staff skill-sets.

#### **Staff Development and Performance**

Create a culture of active career development and performance management in the public sector that encourages and rewards excellence.

- Support career management structures and career development, promote the professional work communities and career groups.
- Promote professional qualifications and develop management skills within staff.
- Introduce and set criteria to reward good performance.
- Create a 'no blame culture' by providing positive support to staff at all levels.

#### **Employment Practices**

Develop employment practices that support the recruitment of quality candidates, and ensure that conditions applied to staff whilst in service are in line with best public sector practice.

- Create more flexible selection criteria and procedures for the initial appointment and subsequent progression of staff.

- Introduce consistent sets of terms and conditions for each of the professional work communities and career groups.
- Develop processes to be adopted that facilitate staff leaving the service should their skills or motivation not meet the requirements and standards of the service.

### **Identity**

Define the identity and enhance the image of the civil service to help make the organisation become an employer of choice.

- Define and promote the identity of the civil service professional work communities and career groups.
- Promote the civil service as a cohesive and integrated organisation and increase the public's awareness of the achievements and professionalism of employees.
- Develop new recruitment initiatives to attract quality candidates into the civil service.

## **PRIORITY 14**

### **Actively prioritise specific legislation**

#### **Level 1**

**To accelerate the drafting and enactment of the following legislation that has already been agreed by the States:**

*The Policy Council is not recommending items for prioritisation at this stage. Purely for illustrative purposes, the list below indicates the sort of legislation that might be identified in future.*

- *Children and Young Persons Law*
- *Mental Health Legislation*
- *Land Planning Law*
- *Promotion of Competition Law.*

**and to bring forward reports that may lead to new legislation for consideration within this States term in relation to:**

*(Again the list is illustrative)*

- *The Future Economic and Taxation Strategy*
- *The International Monetary Fund review*
- *The regulation of companies (Companies Law).*

*A complete review of States legislative priorities (see also Appendix 3) is being undertaken by the Policy Council in consultation with HM Procureur and will be included as part of the fully developed plan in July 2007.*

### **OPERATIONAL PLAN SUMMARIES**

When considering the sort of information that should be provided as part of a Government Business Plan, the majority of States Members agreed that the plan should include concise summaries of the operational plans of the following bodies:

- Policy Council
- All States Departments
- Scrutiny Committee
- Public Accounts Committee
- Public Sector Remuneration Committee
- House Committee
- Legislation Select Committee.

Unlike the States Priority action plans, which are focused on the achievement of particular objectives, the summaries of the Operational Plans will outline the overall work being undertaken by the body concerned. In this way, the Government Business Plan will provide a broad overview of the work being carried out across the public sector and will be expected to demonstrate the consistency between each layer of activity from high-level strategic and corporate policy making to the delivery of services to the citizen/customer.

The Operational Plan summaries will form part of the fully developed Government Business Plan to be presented to the States in July 2007.

### **STRATEGIC PLANS**

Two subsidiary plans are being incorporated as standard elements of the Government Business Plan:

- **The Strategic Land Use Plan (SLUP)** – formally denoted as the Strategic & Corporate Plan – is prepared by the Policy Council in pursuance of Section 2 (1) of the Island Development (Amendment) Guernsey Law 1990.

The SLUP translates the principles set out in the Statement of Strategic Land Use Policies (see Corporate Practices) into specific strategic objectives to be pursued by the Environment Department in implementing the Island Development (Guernsey) Laws 1966-90.

- **The Economic Development Plan (EDP)** is a new form of plan to be developed under the leadership of the Commerce and Employment Department.

The first EDP will be included as part of the Government Business Plan as presented to the States in its fully developed form in July 2007. It is envisaged that the plan will include:

- Key indicators for evaluating the status of the local economy. These will include annual position statements and statistical information on the Visitor Accommodation sector, for example, as guidance for the Environment Department in dealing with planning applications.
- An appraisal of government action needed to support the economy.
- Recommended actions to be taken.

### **The Strategic Land Use Plan – Proposed Policy Changes**

**The full text of the current SLUP as approved by the States in December 2005 is provided as Appendix 4 to this report.**

**The only proposed amendment to the plan this year relates to recent States' decisions on the Strategy on Waste, Water and Stone Reserves. (States debate Sept. 2006, Billet d'Etat, XV.) The text that is to be amended is as indicated in Appendix 4.**

### **Water Resources**

*Retain existing preamble (Paras 13.131-133 inclusive in the current plan) and Strategic Policy 27.*

*Insert new preamble and Strategic Policy 27A as follows:*

“In accordance with a States Resolution in 1994 following the Policy Council’s review of strategy for the ‘Future of Solid Waste, Water and Stone Reserves in Guernsey’ (Billet d’Etat XX, 1994), the Policy Council formed a Steering Group to carry out a further strategic review during 2006.

The Policy Council’s findings, as set out in Billet d’Etat XV, 2006, identified future water storage as the key driver of a co-ordinated strategy. The report recommended that Les Vardes Quarry should be identified as a strategic asset for future freshwater storage particularly given the uncertainties of water supply in the context of concerns about global warming and climate change.

The report, which also referred to associated policies for extending the potential area for stone quarrying at Les Vardes (see ‘Stone Resources’ below), was endorsed by the States in September 2006. The Policy Council considers that the Rural Area Plan should be amended to take account of this States decision at the earliest practicable date including reference to the quarry as a strategic water storage asset on the Proposals Map. This will require a minor Planning Inquiry.

**Strategic Policy 27(A)**

**The Detailed Development Plans shall identify and safeguard Les Vardes Quarry as a strategic asset for freshwater storage once quarrying activities there cease.”**

**Stone Resources**

*Substitute the following text for the existing preamble (Paras 13.141-143 in the current plan.*

“The findings of the Policy Council’s review of strategy for the ‘Future of Solid Waste, Water and Stone Reserves in Guernsey’ (Billet d’Etat XV, 2006) were endorsed by the States in September 2006.

The review report stated that Les Vardes Quarry is the only operational hard rock quarry on the island and that, at the current rate of extraction, the existing quarry will be worked out by 2015.

Previous Strategic Policy 30(S) (below) has enabled the Detailed Development Plans to protect known reserves of stone at Chouet Headland and Les Vardes from development that would compromise extraction. This policy does not, however, enable planning applications to be made to create new quarries or extend existing ones.

In supporting the Policy Council’s report, the States have recognised that extending the existing quarry would not prejudice the long-term future use of Les Vardes Quarry as a freshwater reservoir. Further stone extraction would actually increase water storage capacity.

The Policy Council considers that strategic policy should be revised to enable the Environment Department to consider applications to quarry the protected stone reserves lying to the west of the existing quarry and that the Rural Area Plan should be amended accordingly at the earliest practicable date. This will require a minor Planning Inquiry (as will the associated change to Water Resource policy designating Les Vardes as a strategic water storage asset).”

*Retain current Strategic Policy 30(S)*

*Insert new Strategic Policy 30 (S.Ext)*

**Strategic Policy 30 (S.Ext)**

**Provision may be made in the Detailed Development Plan covering the area to the west of the existing quarry at Les Vardes to enable permission to be sought in appropriate circumstances for the extraction of stone reserves taking into account the area’s status as a strategic asset for future freshwater storage once quarrying has ceased.**

## RECOMMENDATIONS

The Policy Council recommends the States:

1. To approve the organisational structure of the Government Business Plan as set out on pages 2273-4 of this report.
2. To approve the further development of this structure in order to facilitate the process outlined in Appendix 2 to this report for the next States term.
3. To approve the Corporate Policies and Practices set out on pages 2274-2284 of this report.
4. To approve the 14 States Priority objectives set out on pages 2286-2302 of this report as described in the relevant Level 1 statement for each topic.
5. To approve the proposed amendments to the Strategic Land Use Plan set out on pages 2303-4 of this report.
6. To note the incomplete cascades of the Priority Action Plans (Levels 2 and 3) pages 2286-2302 of this report that are in the process of being further developed for inclusion as part of the Government Business Plan in 2007.
7. To note the Policy Council's intention to work with the Law Officers of the Crown to produce a prioritised schedule of approved legislation awaiting drafting for inclusion in the Government Business Plan in 2007.
8. To note all other sections of the Government Business Plan not specifically referred to above.

## Appendix 1

### **How the Government Business Plan has been developed and the work that remains to be done in the period up to July 2007**

**The 2006 Policy & Resource Plan which was approved by the States in December 2005 stated that:**

*“Next year, the Policy Council will concentrate on completing the second tier of the Corporate Agenda so that it can perform the rôle envisaged last year and become, in effect, a Government Business Plan for the remaining period of the current States assembly.*

*At the time of writing, the Policy Council is considering how to go about this task and, in particular, how best to involve States Members in determining the form that a Government Business Plan should take.*

*The Policy Council is aware that it needs to provide leadership but also that it has to find effective ways of drawing on the wider pool of ideas and experience amongst States Members generally.*

*In terms of developing a Business Plan to complete the Corporate Agenda, it is likely that the Policy Council will ask a group of Ministers to undertake a series of discussions with States Members and to report back to the Council as a whole on their findings.*

*Departmental Chief Officers have already been asked to consider how a system of corporate prioritisation might be made to work effectively. Their preliminary consideration of the practicalities together with input from States Members will assist the Policy Council to make progress during 2006.*

***The Policy Council appreciates that unless consensus government has the strength and commitment to set goals and prioritise the use of public resources to achieve them the system will be judged to have failed.”***

*(Section 4, Paras 4.6-11 inclusive)*

#### **The GBP Task Group**

As anticipated when the 2006 Policy & Resource Plan was drafted, the Policy Council established a GBP Task Group in December 2005 consisting of the Chief Minister, Deputy Chief Minister and Deputies Falla and Roffey to oversee the development of the Government Business Plan.



By the beginning of April 2006, the Task Group and the States Treasurer were able to make a presentation on the preparation of the GBP and the States current financial position to all States Members. This scene-setting presentation was followed by four, half day meetings with small groups of States Members to discuss their aspirations for the planning process and how it might improve the work of government from their perspective. Members were also encouraged to contribute their ideas individually, in writing, about issues facing the island.

The findings of the group meetings were then relayed back to the Policy Council and then to all States Members at a plenary session on 25<sup>th</sup> April. Certain key messages that came across from a majority of States Members were that:

- The GBP should be ‘broad brush’ but with sufficient detail to set a clear direction that States Departments would be expected to pursue in support of corporate objectives.
- The plan should be developed through informal debates prior to formal consideration in the States. Members were also interested in carrying out public consultation on the contents of the plan during future cycles.
- Most States Members expressed the strong desire to be very fully engaged in the development of the GBP. The role of the Policy Council was seen as one of guiding and facilitating the achievement of a majority consensus to produce a worthwhile plan.
- Most States Members wanted to be more involved in setting the ‘big picture’ financial context for government and in the prioritisation of capital and revenue spending.

Having obtained an appreciation of States Members’ views, the Task Group organised a further plenary meeting at the end of May to identify practical ways of meeting their aspirations.

### **The GBP Project Team**

It was agreed following discussions during this meeting that a GBP Project Team, led by Deputy Falla, should be established under the aegis of the original Task Group to develop and refine the plan. The Project Team, comprised of Deputies Pritchard, Le Tocq and Mahy, was particularly focused on articulating a set of political priorities that would accurately reflect those issues that States Members had identified as being of importance.

With the benefit of input and feedback from plenary meetings with States Members on 31<sup>st</sup> July and 11<sup>th</sup> September, the Project Team developed the final set of 14 ‘States Priorities’ that appear in the main body of this report.

The Team also liaised with States Departments and Policy Steering Groups to develop the 'headline' statement of each priority into a cascade of actions necessary to realise the corporate objective. In turn, these cascades were then sent out to States Members for their information and comment.

In some cases, it was relatively easy to translate work already being done by States bodies into the GBP action plan format. These 'cascades' are relatively well-developed. In terms of other States Priorities, there is much more work to be done to complete the action plan 'cascades' for presentation to the States in July 2007.

**In addition, the Summaries of Operational Plans; the first Economic Development Plan; and a system based on Key Performance Indicators for monitoring the effectiveness of the Government Business Plan are also to be developed by July.**

## Appendix 2

### Recommended Timeline for the Government Business Planning Process in the 2008 – 2012 States Term

This timeline describes the recommended process that may be adopted for developing a Government Business Plan in the next States term. It shows how policy-making at corporate and departmental levels could be integrated with financial planning, Scrutiny and the monitoring process. The process also provides for public consultation about the identification of priorities for government action:

- **Jan - Apr 2008** – Prospective candidates for May elections are provided with information about the role of the Deputy and the Government Business Planning process
  - This preliminary process would be led by senior Policy Council staff but might also include presentations by established and experienced States Members willing to share their knowledge of government with the candidates
- **May 2008** - CD&C elections (Council/Departments/Committees)

**NB Existing States Priorities would continue in place until superseded by the new Government Business Plan**

Scene-setting stage:

- Policy Council staff present a position statement on the current GBP to the Policy Council and then, to all States Members
- All States Members receive presentations from the Chief Officers of all States Departments on departmental organisation and the way that current Operational Plans contribute to corporate objectives
- **June 2008** – States Members elect a GBP Project Team
  - A political project team, led by a Minister, is elected by States Members, to steer the review of the current GBP. (It is suggested that the team might include a member of the Scrutiny Committee in an ex officio capacity)
- **June 2008** - Review of CD&C Operational Plans to inform the Expenditure Plan for 2009

- **July 2008** – States Debate – confirms the degree to which the new assembly envisages changing the GBP it has inherited from the previous States. Members may indicate that they have concerns in certain areas. The States also consider the annual ‘Monitoring Reports’: Sustainable Guernsey and a new monitoring document focused on tracking the effectiveness of States policies and the achievement of GBP States Priorities, in particular
- **July - Aug 2008** - Informal States Member meetings to consider States Priorities
  - Series of meetings involving all States Members (in small groups of up to 15 members at a time) is arranged by the GBP Project Team to produce a draft statement of States Priorities
- **Sept 2008** - First draft statement of (Revised) States Priorities prepared by the GBP Project Team
  - GBP Project Team presents the draft States Priorities to an informal plenary session of States Members for endorsement
- **Sept - Oct 2008** – Develop actions from the States Priorities
  - GBP Project Team liaises with States Departments (via Ministers and Chief Officers) and with Policy Steering Group ‘Chairs’ to identify the action needed to pursue the States Priorities. It is not intended that the Project Team should be involved in matters of operational detail
- **Oct or Dec 2008** - States Debate on the Financial Plans (Income Plan, Expenditure Plan and Capital Programme) to take place during autumn
  - The debate may be brought forward from December to October in each subsequent cycle
- **Nov 2008** - Revise CD&C Operational Plans for whole term
  - By the end of November all Operational Plans need to have been reviewed and revised to align with the States Priorities
- **Dec 2008** - Submit the operational plans to Scrutiny Committee for verification against the States Priorities
  - Scrutiny Committee receives the Operational Plans and checks that they are consistent with the draft States Priorities *and* with each other (ie actions that Departments propose to take in pursuit of States Priorities are compatible with each other)

- **Dec 2008** - CD&C Operational Plans costed and resumed for distribution
  - From December to mid-February whilst Scrutiny Committee and then, the general public, are consulted about the States Priorities, States Departments work on costings
- **Mid-Jan 2009** - Draft States Priorities published for public consultation
  - One month consultation period – mid-Jan to mid-Feb
  - GBP Project Team to liaise with Scrutiny Committee and relevant Departments in making any consequent changes to the States Priorities as a result of public consultation – mid-Feb to mid-March
- **Mid-March 2009** - Presentation of CD&C Operational Plans together with cost plans to joint panel of Treasury and Resources Department with Public Accounts Committee, with States Members in attendance as observers
  - It is estimated that this will require 10–12, half-day sessions
- **April 2009** - Interim report from joint panel to the Policy Council on the outcome of the March presentations
- **Late April 2009** – Informal plenary session of all States Members to receive an update on progress from the GBP Project Team
  - At this stage, staff may produce briefing papers on some of the priority topics to provide Members with a fuller background to the issues
- **Late May 2009** - Documentation completed for Policy Council endorsement and inclusion in July Billet
- **June 2009** - Work begins on the preparation of the Financial Plans (Capital Programme, 2 year Income and Expenditure Plans\* to reflect the Statement of PP and the associated Operational Plans)  
(\* Process to be repeated in 2011 – ie takes place twice in the States term)
- **June or July 2009** - States debate GBP including a new Economic Development Plan and consider the annual Monitoring Reports
  - T&RD also to present an Interim Financial Statement to the States
- **Aug - Sept 2009** – Any financial implications arising from the GBP debate to be dealt with in revisions to the Financial Plans
- **Oct or Dec 2009** – States debate the Financial Plans.

### Appendix 3

## States Resolutions Requiring Preparation of Legislation

[LISTING ALL RESOLUTIONS OUTSTANDING AS AT 30 SEPTEMBER 2006]

Key:-

- (i) **Bold text** indicates general subject matter of resolution;  
(ii) **1** means major item [by reason of length or complexity]; **2** means medium; **3** means minor.

<b>Billet and article No.</b>	<b>Resol. date and workload</b>	<b>Dept.</b>	<b>Subject matter and comments</b>
X/96 (art.VII)	30.05.96 [3]	EnvD	<b>Traffic Signs &amp; Traffic Lights:</b> Ordinance, 1998 – amendment
II/97	26.02.97 [1]	HSSD	<b>Environmental Pollution Ordinance:</b> to be enacted under the Control of Environmental Pollution Law
XXII/98 (art.XV)	29.10.98 [3]	EnvD	<b>Parking strategy:</b>
VI/00 (art.V)	24.02.00 [2]	PC	<b>Electronic transactions - rules of evidence:</b> Replicate s. 68 Civil Evidence Act 1995 - statements in documents [and see resolution of 31.05.06]
VI/00 (art.VI)	24.02.00 [1]	EnvD	<b>Vehicle registration &amp; licensing:</b> Laws - re-enactment
XX/00 (art.XVI)	11.10.00 [1]	EnvD	<b>Public transport legislation:</b> amend & consolidate 1986 Ordinance
VII/01	10.05.01 [3]	EducD	<b>School leaving age - 16:</b> w.e.f. academic year 2008/09
XVII/01 (art.VI)	25.07.01 [1]	PC	<b>Legal Aid Civil &amp; Criminal Schemes Ordinance:</b> detailed provisions to be enacted under enabling Legal Aid Law
IV/02 (art.V)	27.03.02 [2]	CED	<b>Garden centres:</b> amend IDC use class; and establish registration system

IX/02 (art.VI(6))	31.05.02 [3]	PC	<b>GFSC powers to make site visits:</b> Ordinance under s. 21C of FSC Law
IX/02 (art.VI)	31.05.02 [2]	PC	<b>Proceeds of crime:</b> provision on lines of 2001 Act
IX/02 (art.VI)	31.05.02 [3]	PC	<b>Crime - miscellaneous provisions:</b> minor legislative changes
XV/02 (proposition 13)	10.07.02 [2]	PC	<b>Tribunals Service:</b> legislation to establish
XIX/02 (art. X)	01.08.02 [2]	PC	<b>Referendums:</b> legislation to introduce
XXIII/02 (art.XVIII)	27.11.02 [1]	HSSD	<b>Mental health legislation:</b> new Law for Bailiwick
XXIII/02 (art.XIX)	27.11.02 [1]	CED	<b>Patents:</b> Ordinance for Bailiwick
XXIII/02 (art.XIX)	27.11.02 [1]	CED	<b>Plant varieties and seed rights:</b> Ordinance for Bailiwick
I/03 (art.XI)	29.01.03 [3]	CED	<b>Electricity retail market:</b> amend 2001 Law
XXV/03 (art.XI)	27.11.03 [2]	CED	<b>Genetically modified crops:</b> legislation to regulate
II/04 (art.VIII)	25.02.04 [1]	PC	<b>Arbitration Law:</b> new Law based on Arbitration Act 1995
III/04 (art.XII.2)	10.03.04 [2]	PSD	<b>Boats &amp; vessels - registration provisions:</b> amend 1970 Ordinance
XIV/04 (art.XIV)	29.09.04 [2]	HSSD	<b>Medicines Law:</b> to replace Poisons & Pharmacy Ordinance
XVII/04	28.10.04 [1]	HSSD	<b>Children &amp; young persons:</b> new Law to replace 1967 Law
I/05 (art.I)	26.01.05 [2]	EnvD	<b>Land planning - exemptions:</b> Ordinance under LP&D Law

I/05 (art.I)	26.01.05 [2]	EnvD	<b>Land planning - development plans:</b> Ordinance under LP&D Law
I/05 (art.I)	26.01.05 [2]	EnvD	<b>Land planning - use classes:</b> Ordinance under LP&D Law
I/05 (art.I)	26.01.05 [2]	EnvD	<b>Land planning - environmental impact assessments:</b> Ordinance under LP&D Law
I/05 (art.I)	26.01.05 [2]	EnvD	<b>Land planning - general provisions:</b> Ordinance under LP&D Law
I/05 (art.I)	26.01.05 [2]	EnvD	<b>Land planning - public inquiries:</b> Ordinance under LP&D Law
I/05 (art.I)	26.01.05 [2]	EnvD	<b>Land planning - application to Herm and Jethou:</b> apply Law to H & J by Ordinance
I/05 (art.I)	26.01.05 [2]	EnvD	<b>Land planning - appeals:</b> Ordinance under LP&D Law
I/05 (art.I)	26.01.05 [2]	EnvD	<b>Land planning - special controls:</b> Ordinance under LP&D Law
I/05 (art.I)	26.01.05 [2]	EnvD	<b>Land planning - enforcement:</b> Ordinance under LP&D Law
I/05 (art.VI)	26.01.05 [2]	HomeD	<b>Police Complaints Commission:</b> to be established by Law
III/05 (art.III)	30.03.05 [2]	HousD	<b>Housing - control of occupation:</b> miscellaneous amendments
IV/2005 (art.III)	27.04.05 [2]	PC	<b>Census:</b> To be held in 2011
IV/2005 (art.VII)	27.04.05 [1]	HomeD	<b>Parole legislation:</b> Replace and re-enact by Projet
IX/2005 (art.XI)	29.06.05 [1]	PC	<b>Interpretation Law:</b> To replace the Law of 1948
IX/2005 (art.XIII)	29.06.05 [3]	HousD	<b>Housing register - Royal Hotel site - "Royal Terrace":</b> Ordinance to inscribe 8 dwellings



XI/2005 (art.VII)	27.07.05 [1]	TRD	<b>Taxation of real property:</b> Implementing Ordinance under above Law [and see resolution of 29.03.06]
XIV/2005 (art.XI)	28.09.05 [1]	PC	<b>Wire transfers:</b> Implement EU Regulation/FATF report: facilitate transfer of funds
XIV/2005 (art.XVI)	29.09.05 [3]	SSD	<b>Social Insurance Law:</b> anti-avoidance provisions; single person medical boards
XVI/2005 (art.I)	27.10.05 [2]	HomeD	<b>Liquor - regulate sale and consumption and create licensing authority:</b> Enabling Law
XVI/2005 (art.I)	27.10.05 [1]	HomeD	<b>Liquor - regulation:</b> Ordinance under above Law
XVI/2005 (art.I)	27.10.05 [3]	HomeD	<b>Alfresco licensing:</b> amend 1999 Public Highways Ordinance
XX/2005 (art.XI)	30.11.05 [2]	HSSD	<b>Safeguarder mediation and conciliation service:</b> Rules of Court for private law family disputes
XX/2005 (art.XII)	30.11.05 [2]	HomeD	<b>Community service orders:</b> for convicted offenders aged 16 or more
II/2006 (art.IV)	26.01.06 [3]	PSD	<b>Water charges:</b> legislation to permit RPI increases
VI/06 (art.III)	22.02.06 [2]	PC	<b>Minor fees, charges &amp; civil penalties:</b> power to amend by regulation
VII/06 (art.III)	29.03.06 [1]	TRD	<b>Tax on rateable values:</b> Provisional changes of category pending major review [further resolution required]
VII/06 (art.VII)	31.03.06 [1]	EnvD	<b>Transport strategy:</b> amendments to public transport, excise and licensing legislation

VIII/06 (art.IX)	27.04.06 [1]	CED	<b>Plant health legislation:</b> repeal and re-enactment of all existing Ordinances
VIII/06 (art.X)	27.04.06 [1]	CED	<b>Trade in endangered species:</b> implementation of CITES
VIII/06 (art.XI)	27.04.06 [2]	HomeD	<b>Criminal law reform:</b> homicide and suicide
VIII/06 (art.XI)	27.04.06 [2]	HomeD	<b>Criminal law reform:</b> public order
VIII/06 (art.XI)	27.04.06 [2]	HomeD	<b>Criminal law reform:</b> child sex tourism
VIII/06 (art.XI)	27.04.06 [2]	HomeD	<b>Criminal law reform:</b> statements re sexual offences
VIII/06 (art.XI)	27.04.06 [2]	HomeD	<b>Criminal law reform:</b> protection of emergency workers
X/06 (art.X)	31.05.06 [2]	PC	<b>Civil rules of evidence:</b> Replicate s. 85 PPACE and certain provisions of Civil Evidence Acts [and see resolution of 24.02.00]
X/06 (art.XIV)	01.06.06 [2]	CED	<b>Commercialisation - review:</b> amend Regulation of Utilities Law 2001
X/06 (art.XV)	01.06.06 [2]	HomeD	<b>E-gambling - disaster recovery:</b> Ordinance to exempt hosting operations
XI/06	30.06.06 [1]	PC	<b>Economic and taxation strategy:</b> Zero 10 company tax, etc - amend Income Tax Law 1975
XI/06	30.06.06 [3]	SSD	<b>Social Insurance (Guernsey) (Amendment) Law</b> Power to prescribe differing upper earnings limits
XIII/06 (art.XI)	26.07.06 [2]	PC	<b>Regulation of civil aviation and airports:</b> Enabling Law for establishment of Director of Civil Aviation and enactment of air navigation order

XIII/06 (art.XII)	26.07.06 [3]	PC	<b>Retention tax - bilateral agreements with Bulgaria &amp; Romania:</b> Ordinance to recognise agreements
XIII/06 (art.XV)	26.07.06 [2]	PSD	<b>Convention on carriage of noxious and hazardous substances by sea:</b> Implement convention (set out in Schedule 5 to Merchant Shipping Law)
XIII/06 (art.XVI)	26.07.06 [3]	HSSD	<b>Charges for inspection and registration of nursing homes:</b> Increase of charges: Ordinance to amend Nursing Homes Ordinance, 1977
XIII/06 (art.XVIII)	27.07.06 [2]	CED	<b>Promotion of competition:</b> Enabling Law: anti-competitive behaviour, abuse of dominant position and fair trading
XIII/06 (art.XXII)	27.07.06 [1]	HomeD	<b>Civil forfeiture of cash and bank accounts:</b> Forfeiture of cash proceeds of crime on civil standard of proof
XIII/06 (art.XXIII)	27.07.06 [2]	HomeD	<b>Proceeds of crime:</b> Customer information and account monitoring orders
XIII/06 (art.XXIV)	27.07.06 [1]	HomeD	<b>Disclosure of information:</b> By businesses, States departments and income tax to police, customs and GFSC
XVI/2006 (art.I)	27.09.06 [2]	PC	<b>Law of inheritance - revision:</b> recommendations of Inheritance Law Review Committee [and see resolution of 24.02.05]
XVI/2006 (art.XIII)	27.09.06 [3]	HomeD	<b>Prevention of corruption:</b> Ordinance specifying arbitrators as agents
XVI/2006 (art.XIV)	27.09.06 [2]	HomeD	<b>Data protection:</b> miscellaneous amendments to 2001 Law

## Appendix 4

### SECTION 13 THE STRATEGIC LAND USE PLAN

This appendix sets out the text of the Strategic Land Use Plan as currently approved. Where the accompanying report recommends amendments to this text (sections 13.131 to 13.133; and 13.141 to 13.143) the relevant sections are shown in shaded boxes.

**NB: The paragraph numbering system as used in the 2006 Policy and Resource Plan last year.**

#### THE PURPOSE OF THE STRATEGIC LAND USE PLAN

- 13.1 The Strategic Land Use Plan is formally denoted as the Strategic and Corporate Plan. It has been prepared by the Policy Council in pursuance of Section 2(1) of the Island Development (Amendment) (Guernsey) Law 1990 and is laid before the States in pursuance of Section 2(3) of that Law. It sets out the strategic objectives to be followed by the Environment Department in implementing the Island Development (Guernsey) Laws 1966-90.
- 13.2 The principles upon which the Strategic Land Use Plan are based are set out as part of the Corporate Practices of the States.
- 13.3 The Strategic Land Use Plan (Strategic & Corporate Plan) is a statutory document and, therefore, the current Plan will remain in force until formally revised by the States.

#### LAND USE STRATEGY

##### Housing

- 13.41 The Plan indicates the provision to be made to meet the Island's projected housing requirement on a year by year basis, and gives guidance on where new housing should be located. It also recognises the need to improve the quality of people's lives by ensuring good homes in a quality environment. The Plan requires that a range of housing options is available to meet changing requirements and that full and effective use is made of suitable sites.

##### Strategic Objective 1

**To provide adequate opportunities to meet the identified housing requirement, with minimum detrimental impact upon the environment and good design to create a high standard of living and social conditions.**

## **Business & Industry**

- 13.42 The aim of this Plan is to facilitate sustainable economic activity. This means providing an appropriate range of opportunities for industry and commerce within the capacity of the Island's resources, and within an overall improvement of environmental quality and social well-being.

### **Strategic Objective 2**

**To provide an adequate range of opportunities to meet the needs of existing, Island-based industries and incoming businesses that support the local economy within the capacity of the Island's resources, while conserving and enhancing environmental quality and social well-being.**

### **Commercial Centres**

- 13.43 The commercial centres in Guernsey serve an important social and economic function. The Town, in particular, provides jobs in shops, offices and other services as well as being a focus for shopping, social, leisure and cultural facilities. All the centres are important to the quality of life in the Island. The aim for commercial centres and shopping is to maintain and enhance the centres as attractive places to live, work, and enjoy, strengthening the rôle of the Town and the Bridge as the principal shopping and service centres. This means ensuring that everyone has convenient access to a wide choice of shopping, leisure and other facilities.

### **Strategic Objective 3**

**To maintain the viability of commercial centres as attractive places in which to live, work and take enjoyment, strengthening the rôle of the Town and the Bridge as the principal centres, while ensuring that everyone has convenient access to a wide choice of shopping, leisure and other facilities.**

### **Strategic Transport links**

- 13.44 The strengthening of external transport and other communication links is of strategic importance for the continued development of a sustainable economy. Good passenger and freight transport is essential for business and for permitting access to services. Air and sea links to and from the Island therefore, need to be kept under review and improved where possible. Development will be encouraged which supports existing external transport infrastructure.

#### **Strategic Objective 4**

**To develop a safe, environmentally friendly and efficient transport infrastructure which serves the needs of local residents, industry and commerce.**

#### **Telecommunications Infrastructure**

- 13.45 To provide for the installation of communications equipment to support the local economy whilst minimising any adverse impacts on the environment and addressing any appropriate matters relating to public health and safety.

#### **Strategic Objective 5**

**To support the development of telecommunications infrastructure that delivers economic and social benefits to the local community and minimises adverse impacts on the environment.**

#### **Water, Stone and Waste Management**

- 13.46 Adequate provision for the sustainable management of water, stone reserves and waste is crucial not only to safeguard reserves but also to retain and enhance a high quality environment, in itself an important economic resource.

#### **Strategic Objective 6**

**To manage water and stone resources and waste disposal with the aim of minimising the environmental impact and making the most effective use of existing resources and infrastructure.**

#### **Social, Community and Recreation**

- 13.47 Access to a range of services and facilities is an important aspect of quality of life. Their existence also helps support the local economy and tourism. Recent years have seen a big increase in the demand for social, community, and leisure facilities and this is expected to continue in the future. Sport, entertainment and social facilities will be encouraged where appropriate. Catering for recreation in the countryside without damaging the environment, and developing the potential of the Town and eastern seaboard are also of paramount importance.

### **Strategic Objective 7**

**To encourage the provision of opportunities for leisure and the development of community facilities which are easily accessible to all.**

#### **Countryside**

- 13.48 The quality of the environment affects people who live in the Island, and can deter or attract potential visitors, tourists and investors. The Island has much to conserve in its rural and urban environments, but it also has poor and degraded environments, which need improvement and enhancement. This Plan contains policies and proposals to reconcile and manage potentially conflicting demands on the countryside.

### **Strategic Objective 8**

**To conserve and enhance the countryside, including maintaining and improving biodiversity by protecting and enhancing habitats.**

#### **Built Environment and Cultural Heritage**

- 13.49 Maintaining the quality of the built environment and safeguarding Guernsey's cultural heritage is important to the attractiveness and local distinctiveness of the island and indirectly, to its economic success.

### **Strategic Objective 9**

**To conserve and enhance the built environment and safeguard the cultural heritage.**

## **THE STRATEGIC POLICIES**

### **13.50 THE HOUSING REQUIREMENT**

- 13.51 In 2002, the first Housing Needs Survey was reported to the States by the former Housing Authority.

- 13.52 The survey report examined a number of options for setting a new strategic target for the provision of additional homes but the States agreed with the Housing Authority's recommendation that a target of providing for 300 new homes should be adopted on an interim basis.

- 13.53 The figure of 300 homes substantially exceeded the minimum of 179 homes needed to satisfy the net annual shortfall in housing units identified by the Needs Survey. It was intended to provide for a sufficient 'surplus' to cater for the needs of a backlog of potential new householders wanting to obtain independent accommodation and to

provide some spare capacity in the system to enable a better 'fit' between the size and type of housing people want and the accommodation that is available. This remains the current planning target.

- 13.54 A further Housing Needs Survey is to be completed during 2006 in order to provide updated information to guide the implementation of the Corporate Housing Programme.
- 13.55 The effectiveness of the planning system in meeting the current strategic target has been monitored on a quarterly basis with an annual review by the former IDC and now by the Environment Department. Although the monitoring process is imperfect and time consuming it has shown that land supply (the availability of land with planning permission for housing) has consistently exceeded the target set.

### **Strategic Policy 1**

**Arrangements will be put in place through the Detailed Development Plans to ensure that provision is effectively made to meet the annual requirement for the creation of new homes as established through regular Housing Needs Surveys and reviewed through the Strategic Land Use Plan.**

- 13.56 The above policy provides guidance for the preparation of Development Plans and the provision of infrastructure. It relates to the strategic land use planning aspect of States policies for housing but cannot, in itself, ensure the carrying out of development.
- 13.57 In the past a variety of information about the development of new homes has been gathered in different ways and for different purposes by States Departments. The 2004 Sustainable Guernsey monitoring report introduced the schedule of data which is required in order to monitor and inform the CHP effectively. This schedule was subsequently agreed by the States, and became the focus of the working group set up to establish a comprehensive monitoring system. This working group, which has developed the necessary commitment to cross-departmental data sharing, comprises staff from the Policy Council, the Treasury & Resources, Environment and Housing Departments.
- 13.58 Since then, the Policy Council (Policy and Research Unit) has researched the availability of data required to monitor each of the key variables (as set out in the Sustainable Guernsey Report 2004). Action to progress this work is continuing.
- 13.59 This corporate approach is becoming increasingly important as use is made of Housing Needs Surveys to direct policy towards achieving a closer alignment between demand and supply in the housing market.



This will increasingly take into account both housing types and affordability. Any shortfall between the effective provision of opportunities for housing development and the level of implementation will also need to be addressed on a corporate basis.

### **Strategic Policy 2**

**The fulfillment of the annual housing requirement as set out in Strategic Policy I will be monitored by States Departments in accordance with the objectives of the Corporate Housing Programme.**

### **Location of Development**

- 13.60 In accordance with the Strategic Objectives of this Plan, it is intended to achieve as much new housing as practical and possible within the existing urban areas and on previously developed land, in order to minimise the amount of development which needs to take place on open and undeveloped sites.

### **Strategic Policy 3**

**The majority of this provision should be within the Urban Area**

- 13.61 In order to encourage regeneration of the existing urban areas and to direct development towards previously developed land it is essential to control the release of new open and undeveloped land. Housing Target Areas may be identified in the Urban Area Plan but these should only be released for development when the States are satisfied that there are no reasonable options available for development within the existing built-up areas.
- 13.62 In order to meet the principles of sustainable development, any new Housing Target Areas should conform to a number of general criteria. These include:
- Sites should be well related to the existing pattern of development, with access to local facilities.
  - Sites should be capable of being served by good public transport as an alternative to the private car.
  - There should be no detrimental effect on important landscape, conservation, wildlife or other environmental concerns.
  - Appropriate infrastructure can be provided in a sustainable manner.

#### **Strategic Policy 4**

**Greenfield sites may be allocated as Housing Target Areas but land allocated as such will only be released for development if it can be demonstrated that there is a clear need for additional greenfield development in order to fulfil the requirement set out in Strategic Policy I. The release of such land should be phased to give firm priority to potentially suitable or available land within built-up areas.**

#### **Making the best use of sites in urban areas**

- 13.63 The spread of housing development across the countryside is one of the most potent symbols of perceived environmental damage. Although to meet the anticipated household growth some greenfield land will need to be developed it will be a priority to seek to achieve as much new housing development within the existing built-up areas as possible. It is important that opportunities are taken to re-use previously developed sites and the potential to convert and re-use derelict or vacant buildings should be thoroughly explored.
- 13.64 Land within the urban areas is likely to have, or be capable of being provided with good public transport links, and good links to footpath and cycleway networks, all of which are important to encourage less use of the private car.
- 13.65 To reduce the land-take impact of new development an economical use of limited land resources is desirable. One way to maximise the number of dwellings that can be accommodated within existing urban areas is to design housing schemes to achieve the highest number of dwellings on a site without detriment to the quality of urban life.

#### **Strategic Policy 5**

**Housing development should be of a type and design to achieve as high a density as compatible with achieving good standards of accommodation and residential amenity, particularly in areas well served by public transport and other services and facilities. The density of housing should take account of:**

- **The trends in the size of households, particularly towards smaller households.**
- **The need for good design.**
- **The need for mixed use in appropriate locations.**

- **The provision of open space and landscaping.**
- **The reduced need for parking provision and road space.**

### **Meeting the need for Social Housing and Intermediate Market Housing**

- 13.66 Intermediate Market Housing is intended to meet the needs of people who for financial reasons are unable to compete for accommodation in the general housing market and it includes a range of housing provided by the Guernsey Housing Association including partial-ownership schemes.
- 13.67 Where appropriate and taking into account the information provided by Housing Need Survey(s), the States will, through the Corporate Housing Programme, identify levels of housing need, indicate overall targets for the provision of Social and Intermediate Market Housing, and determine specific requirements for development.
- 13.68 The pursuit of these forms of housing should not result in housing that is of poor standard or offers inadequate amenities and does not mean housing of poor quality or design. This is becoming an increasingly significant issue as the focus shifts to higher density schemes in the Urban Area. Low standards of amenity and a lack of parking may have undesirable environmental and social consequences for the Town that could undermine its attractiveness as a place to live.
- 13.69 Although the majority of Social and Intermediate Market Housing should be directed towards the Urban Area in accordance with Strategic Policy 3, provision may be made for a limited amount of such housing to be developed in the Rural Area either directly by the States through the Housing Authority or indirectly through a Housing Association. Such provision should not be of a scale or in a location that would compromise the conservation and enhancement of the rural environment.

### **Strategic Policy 6**

**Detailed Development Plans will include policies to facilitate the provision of social housing and housing to serve the Intermediate Market where the need is identified. Such housing should be well designed, of a size which matches household size, with adequate standards of amenity.**

#### **Strategic Policy 6(A)**

**Notwithstanding Strategic Policy 3, Detailed Development Plans for the Rural Area may, as an exception, provide for the development of**

**a limited amount of subsidised housing to meet the need for Social and Intermediate Market Housing.**

**Buildings suitable for re-use as housing**

- 13.70 A significant amount of surplus accommodation exists which is of a lower standard and is no longer economically viable for its former use.

**Strategic Policy 7**

**Encouragement will be given to the re-use of surplus commercial accommodation for housing purposes. This will enable its conversion and subsequent sale or rent as sheltered accommodation, residential or nursing homes and staff hostels. In the case of tourist accommodation, re-use for housing purposes may be encouraged where this is compatible with Strategic Policy 20.**

**Special needs including sheltered housing**

- 13.71 Housing quality and the ability to gain access to housing are key elements of meeting the strategic objectives and housing needs of people. The importance of housing which meets the needs of all sectors of society in contributing to the overall well-being and sustainable development of balanced communities is recognised. Two aspects are particularly important – affordability and the ability to accommodate a range of housing needs for all members of the community, including elderly people and those with disabilities.

- 13.72 The second aspect is particularly important to meet the existing and changing needs of all members of the community, including those of the ageing population. It is already known, for example, that there is under-provision of sheltered housing for the elderly. Measures have already been taken to facilitate the development of such housing, but further research and analysis will be required to determine the extent of such provision and to devise suitable mechanisms for ensuring that sheltered housing is accessible to those who need it. To ensure such housing is capable of meeting the changing needs of households the quality of design is crucial. The siting of this housing on flat ground, close to shops, other amenities and public transport links is also particularly important. In this respect, the development of a limited amount of sheltered housing on suitable sites well-related to the Rural Centres as well as development in the Urban Area may help to meet rising demand. If it is necessary to amend the Rural Area Plan to facilitate such development, the Environment Department may be asked to bring forward amendments ahead of the regular review cycle.

## **Strategic Policy 8**

**A wide mix of housing which reflects housing needs should be encouraged, including homes for families and small households; housing for elderly households and other households with special needs; and provision for people requiring community care.**

### **Strategic Policy 8(A)**

**Notwithstanding Strategic Policy 3, Detailed Development Plans for the Rural Area shall, as an exception, provide for the development of a limited amount of sheltered housing for older people and those with disabilities on suitable sites well-related to the Rural Centres.**

### **Improving the existing housing stock**

- 13.73 With respect to the existing housing stock, it is evident that a significant proportion of private rented accommodation, some new conversions and some purpose-built accommodation, particularly in St Peter Port, is also of poor standard and lacks amenity space.
- 13.74 In most cases it is better to make good use of the existing housing stock than to have large-scale clearance and redevelopment. However, adequate resources should be made available to tackle under-investment, and improve and renovate the existing housing stock.
- 13.75 Proposals to bring empty houses back into use should be supported. The available range of regulatory mechanisms – development control, building control and the preservation of heritage value – should be used to ensure that new development, and the redevelopment of run-down and derelict accommodation, is of adequate standard.
- 13.76 It is essential that improvements in the housing stock are accompanied by environmental and infrastructure improvements in order to improve the quality of life for local residents and ensure that the full potential of the housing stock is realised. A comprehensive programme of environmental, traffic and social improvements is required to ensure that the Town continues to be an attractive and desirable place to live in.

## **Strategic Policy 9**

**Priority should be given to making better use of the existing housing stock. In particular, proposals will be supported which:**

- **Maintain and improve existing houses to a high standard.**
- **Bring empty houses back into use.**

- **Reduce under-occupation.**
- **Ensure that the environment of housing areas is of a good quality.**

## 13.77 **BUSINESS & INDUSTRY**

### **Office development**

13.78 The redevelopment of the Gategny Esplanade and Le Bouet Mixed Use Redevelopment Areas has substantially increased the stock of new office accommodation in the Island catering particularly for the needs of the Finance Industry. The commercial office market is now in the process of adjusting to this situation as lower value business uses, including other office activities, move to premises in Town that have been vacated. The ageing office stock of the Town also provides opportunities for other uses, for example, housing.

13.79 Except where there are existing planning commitments (eg The approved Outline Planning Briefs for the MURAs), further major office development is unlikely to take place in the short term.

### **Strategic Policy 10**

**The refurbishment and re-use of the existing office stock in Town should be encouraged. Provision for further, major office development should be only made within the Urban Area if it can be demonstrated that there is an acknowledged demand for such accommodation and that it would help to deliver wider economic, social and environmental benefits.**

### **Industrial land supply**

13.80 An adequate supply of land and accommodation to meet the diverse needs of business and industry is vital to the creation of a sustainable economy.

13.81 During 2005, the Commerce & Employment Department undertook a major survey of local businesses to establish whether a lack of suitable premises was constraining their development.

13.82 This Business Needs Survey indicated that some firms were being hampered by a lack of suitable accommodation although this was not the sole area of concern.

13.83 The Commerce & Employment and Environment Departments are working together under the auspices of the Strategic Land Planning

Group (SLPG) to maximise the supply of industrial land within the terms of existing Development Plan policies. If this process substantiates the case that there is a significant shortfall to be addressed that cannot reasonably await the next comprehensive review of the Urban Area Plan, the SLPG may request that an early plan amendment is brought forward.

- 13.84 In addition to meeting the needs of existing businesses, the Business Environment Theme of the Corporate Agenda identifies the development of a 'commercial property land bank' as a specific objective to be pursued.
- 13.85 Much further work needs to be done, however, to determine the scale and form of land bank that should be set aside and the sorts of businesses it should be used to accommodate.
- 13.86 The SLPG considers that this research work by the Commerce & Employment Department should form part of the preparation for the next comprehensive review of the Urban Area Plan that is currently scheduled for publication in 2007.
- 13.87 It is anticipated, at this stage, that specific areas of land will be designated as 'Strategic Industrial Reserves' and that these will provide a similar mechanism to the existing Housing Target Areas (HTAs). As with the HTAs, development would require the preparation of an Outline Planning Brief and a minor Planning Inquiry.

### **Strategic Policy 11**

**The Detailed Development Plans shall make provision for the designation of Strategic Industrial Reserves as a commercial property land bank to support the objectives of the Corporate Agenda.**

### **Competition for land**

- 13.88 Business and industrial uses are highly diverse, have very different accommodation needs and vary greatly in their ability to compete in the commercial land market.
- 13.89 Understandably, high value uses generating large profits tend to squeeze out lower value uses even though those uses may be just as valuable to the overall well-being of the community.
- 13.90 Currently, the ability to ring fence sites for particular purposes and to prevent 'creeping' changes of use up the value chain is limited. Revised Use Class designations and the future introduction of Planning

Covenants/Agreements may assist effective regulation but these devices are not a panacea.

- 13.91 The Commerce & Employment and Environment Departments will continue to work together under the auspices of the SLPG to find more effective ways to ensure that the land and accommodation needs of all legitimate business sectors are met.

### **Strategic Policy 12**

**Detailed Development Plan policies to maintain an adequate supply of land and accommodation for business and industrial uses that would otherwise be disadvantaged in the commercial property market by competition with higher value activities, will be supported.**

#### **Contemporary business trends**

- 13.92 The contemporary nature of business is that the traditional distinctions between offices/service uses and light industry have been eroded. Uses that cross these traditional boundaries include data processing, software development, telemarketing, research and development, information technology etc.
- 13.93 The supply of land and accommodation for business and industry needs to respond to the changing nature of demand so that innovation and entrepreneurship are encouraged.

### **Strategic Policy 13**

**The Detailed Development Plans shall make provision for a comprehensive range of accommodation to meet the needs of manufacturing and service employers.**

#### **Monitoring and review**

- 13.94 Although specific targets for industrial land supply are yet to be established pending further research, a successful new approach towards supporting sustainable economic development clearly requires a process of regular monitoring and review.

### **Strategic Policy 14**

**As the supply of land necessary to meet business and industrial needs is defined as a result of ongoing research, the effective availability and take-up of that land will be monitored by States Departments as part of the Strategic Land Planning process.**



### **Location of development**

- 13.95 In accordance with the Strategic Objectives of this Plan and bearing in mind that the implementation of the Corporate Agenda requires that the objectives of the Key Theme for the Business Environment should be integrated with those for the Natural & Built Environments, it is intended that the majority of business and industrial development should be accommodated in the Urban Area and where possible, on previously developed land.
- 13.96 There are, however, businesses that have good and justifiable reasons, in terms of their particular characteristics, for operating in the Rural Area. In making provision for such businesses it is nonetheless important the primary objective of conserving and enhancing the rural environment is not undermined.
- 13.97 If it is reliably established through further research undertaken by States Departments that there is a legitimate case for increasing the development opportunities for such businesses in the Rural Area, the SLPG may request that an early amendment to enable this is brought forward ahead of the next comprehensive review of the Rural Area Plan.

### **Strategic Policy 15**

**The majority of development for business and industrial purposes shall be accommodated within the Urban Area. Provision may, however, be made in the Rural Area for businesses that can substantiate a good and justifiable case for such a location provided that the primary objective of conserving and enhancing the rural environment is not undermined.**

### **Horticulture**

- 13.98 With notable exceptions, the horticultural industry is contracting and significant areas of glass remain uncropped. In terms of the overall area under glass, therefore, there remains no requirement to make provision for any net or overall increase in the area of land which may be used for horticulture. In order to permit the continued rationalisation of land holdings, however, development or redevelopment on existing holdings will be permitted in those cases where the Environment Department and the Commerce & Employment Department jointly recognise that greenhouse or related horticultural development will make a valuable and needed contribution to the industry and is likely to continue to do so for the foreseeable future, by virtue of the site's suitability for commercial operations.

- 13.99 In association with this process of rationalisation, there may be justification to protect high quality horticultural land from alternative forms of development.

### **Strategic Policy 16**

**In order to permit the continued rationalisation of land, development or redevelopment on or adjacent to existing holdings may be permitted in those cases where the Environment Department and the Commerce & Employment Department jointly recognise that greenhouse or ancillary horticultural development will make a valuable and needed contribution to the industry and is likely to continue to do so for the foreseeable future, by virtue of the site's suitability for commercial operations. In addition, Detailed Development Plans may seek to protect high quality horticultural land from alternative forms of development where this would assist the process of rationalisation.**

#### **Land reclamation areas**

- 13.100 The Strategic Land Use Plan supports the rôle of the ports and accepts the need to identify land for future port use and development by port related industry. Existing reclamation areas and future expansion at St Sampson's Harbour will be concentrated on upgrading infrastructure in order to cater for the anticipated growth in future traffic flows.
- 13.101 The aim is to preserve the land reclamation areas at St Sampson's for those activities that will benefit from the unique location. Such activities include those with a high environmental impact and which are of strategic importance.

### **Strategic Policy 17**

**Priority should be given to port related industrial development and activities with a high environmental impact in existing and future land reclamation areas at St Sampson's Harbour.**

#### **Development requiring an airport location**

- 13.102 The Plan encourages the future development of the Airport but only by businesses and industries that require an airport location. The land surrounding the Airport is by definition, scarce and in a rural area of the Island. A range of other industrial locations will be identified for other companies that do not require an airport location.
- 13.103 The Environment Department will identify those types of 'airport related' uses which are acceptable in the Detailed Development Plan.

## **Strategic Policy 18**

**In reviewing the Rural Area Plan, consideration may be given to provision for development requiring accommodation at or adjacent to the Airport.**

### **The Visitor Economy**

#### **Visitor attractions and facilities**

- 13.104 The Visitor Economy continues to make a significant contribution to the local economy as a whole. It adds to the attractiveness of Guernsey as a place to live as well as to visit through a wide range of leisure and hospitality businesses.
- 13.105 The strategic land use policies that aim to protect and enhance the quality of the natural and built environment and to preserve Guernsey's cultural heritage also sustain the appeal of the Island as a tourist destination.
- 13.106 Specific attractions and facilities are only part of this overall picture and some existing businesses lack the level of investment required to meet rising visitor expectations. This plan supports investment to provide good quality facilities and attractions provided that, in the Rural Area in particular, the objective of conserving and enhancing the natural and built environments is not undermined.

## **Strategic Policy 19**

**Provision may be made for tourist-related developments provided that policies supporting the conservation and enhancement of the natural and built environments are not undermined.**

### **Visitor accommodation**

- 13.107 The viability of tourism depends, amongst other things, on the maintenance of sufficient, good quality visitor accommodation to meet demand and to sustain the standard and frequency of air and sea links to the Island which are also essential to the economic and social well-being of the community as a whole.
- 13.108 Current Detailed Development Plans are based on Strategic Policy that there should be an 'adequate' supply of visitor accommodation. Prior to 2004, this approach related to the policy of the former Tourist Board to maintain a specific 'core' bed stock of 2,700 spaces although it also enabled poorer quality and unprofitable accommodation to leave the sector.

- 13.109 This previous definition of an adequate supply of accommodation relied on forecast increases in visitor numbers that have not materialized and it is out of date. Visitor numbers have, in fact, been stable for some years although there is a higher turnover of visitors as the average length of stay has declined.
- 13.110 The Commerce & Employment Department has now reappraised the situation and is seeking a more targeted release of accommodation so that average bed occupancy rates in excess of 65% can be achieved. At this level of occupancy, businesses should become profitable and capable of re-investment. This new target means a reduction of about 10-15% in serviced (hotel) bed stock although there is demand for an increased supply of good self-catering accommodation in order to reach the 65% average.
- 13.111 At present, both the Urban and Rural Area Plan policies refer to the superseded target of 2,700 bed spaces. The Policy Council considers that both plans should be formally amended to take account of the new Strategic Policy (below) at the earliest practicable date. This will require a minor Planning Inquiry.

### **Strategic Policy 20**

**The Detailed Development Plans will include policies to ensure that an adequate stock of visitor accommodation is maintained to support the future viability of tourism. Such policies should take into account the need to respond to a definition of adequacy that will change over time in response to changes in the visitor economy.**

- 13.112 **ATTRACTIVE CENTRES OF ACTIVITY**
- 13.113 There is increasingly a requirement to focus attention upon the main town centre of St Peter Port to reinforce its Island rôle in ways that enhance its unique character, and to ensure that development elsewhere does not dilute that rôle or further reduce its vitality and viability.
- 13.114 Both the town centre of St Peter Port and the Bridge are focal points for a range of community, leisure, and commercial activity. The Town contains significant elements of built heritage in terms of both individual listed buildings and conservation areas. Focusing demand for services toward these centres will ensure continuing investment in the urban fabric.
- 13.115 The Town is facing rising pressures on the historic physical fabric, excessive traffic and the displacement of traditional local shops, which are an important element in its character. These pressures need to be managed in order to reduce traffic congestion, conserve the historic

character and mix of shopping and other activities while attracting necessary investment in maintaining the physical fabric, and up-dating the facilities and general amenity of the Town.

- 13.116 A public/private sector 'Town Centre Partnership' has been formed to co-ordinate a multi-agency approach involving The Chamber of Commerce, The St Peter Port Traders, The Douzaine, States Departments and other key interests to address these concerns in a co-operative and innovative way.
- 13.117 The Environment Department will seek to maintain and enhance the attractiveness of the Town with appropriate policies incorporated into Detailed Development Plans or other corporate policy documents and possibly by way of public/private sector initiatives.

### **Strategic Policy 21**

**The States will seek to instigate measures and support projects for the Town and the Bridge that:**

- **Encourage a wide range of retail, commercial, leisure, business, culture and arts facilities and residential uses.**
- **Promote the re-use of vacant buildings.**
- **Retain and increase residential accommodation.**
- **Promote environmental improvement.**
- **Safeguard the historic character.**
- **Improve pedestrian and cycle access, improve public transport links and provide for appropriate levels of car parking.**

- 13.118 **Implementation of this policy will involve a combination of strict control over the scale and nature of any new development to secure the conservation of the historic built environment, and safeguard the diversity of activity; and/or action by the States, in conjunction with other agencies, including local residents and traders, to secure improvements to the shopping environment.**

### **Local centres**

- 13.119 The provision of local shops and services is important in providing for local needs and reducing the need to travel. Facilities which are readily accessible by walking, cycling and public transport and which provide for day-to-day needs make an important contribution to the overall

sustainable development strategy of the Plan. It is important that local facilities are of a scale that is consistent with the function and character of the local centre so as to meet local needs.

### **Strategic Policy 22**

**The retention and improvement of local shopping facilities and services may be supported, provided that the development is of a scale consistent with the function and character of the local centre.**

#### **Large scale retail developments**

- 13.120 Although the plan is aiming to direct development to the existing centres, there may be circumstances where retail development may be acceptable elsewhere. It should be possible in many cases to locate these types of development in the allocated areas at Le Bouet and at Leale's Yard, or in other appropriate edge of centre locations. If there are no such sites available, and there is an acknowledged demand for the development concerned, then other suitable sites may be considered.
- 13.121 In advance of the adoption of a comprehensive retail strategy, the States agreed (Billet d'Etat, IV 2002) that certain garden retail operations will be permitted within the rural areas of the Island subject to specific controls through the planning system and additional regulatory powers to be exercised by the Commerce & Employment Department. This will involve the prior introduction of new legislation.
- 13.122 The Commerce & Employment Department is not giving priority to the preparation of a retail strategy at the present time.

### **Strategic Policy 23**

**Where there is an acknowledged demand which can reasonably be provided within the Island for retail developments outside the centres of St Peter Port and St Sampson additional provision may be made provided that the vitality and viability of any commercial centre would not be undermined and the local environment would be improved. The Detailed Development Plans may include policies to regulate the establishment of such uses including garden retail operations.**

- 13.123 **EXTERNAL TRANSPORT LINKS**

#### **Harbours**

- 13.124 Ports and harbours fulfill an important rôle in the economy. This has already been recognised by policy towards land reclamation at Longue Hougue. St Sampson's is the main strategic port offering opportunities

for further growth, both in terms of trade and development land, and should be safeguarded against inappropriate development. Similarly, port-related development should not be constrained by the inappropriate use of land immediately adjacent to the port areas and Detailed Development Plans should reflect this accordingly. These matters can best be addressed in the context of a wider, Waterfront Strategy.

#### **Strategic Policy 24**

**A strategy for the future rôles and development of the Harbours should be prepared as part of a wider corporate strategy for the eastern seaboard/waterfront to be incorporated as part of the review of the Urban Area Plan.**

#### **Airport**

- 13.125 Guernsey Airport is a major asset for the future of the Island's economy. This is recognised in part by Policy SP18. However, any expansion of airport-related facilities at Guernsey Airport will impact upon the local environment. Any future development or operational changes, therefore, requires careful consideration and, within the context of an overall strategy, should be related to specific demands, and the prospects for growth at the Airport, as well as to the development of unused land both within the Airport itself and in the surrounding area. As other forms of development in the vicinity of the Airport may constrain future operational improvements, safeguarding restrictions may be imposed where a justifiable case for doing so can be substantiated.

#### **Strategic Policy 25**

**The provision of airport-related facilities for Guernsey Airport may be supported, provided that adequate measures are taken to mitigate any harmful environmental consequences of the Airport's operation. The Detailed Development Plans may constrain other forms of development in the vicinity of the Airport where this is necessary to enable future operational improvements.**

#### 13.126 **TELECOMMUNICATIONS INFRASTRUCTURE**

- 13.127 As operations compete to provide a wide range of telecommunications services to domestic and business users, there is potential for the proliferation of stations, masts and other installations to occur which could have a damaging cumulative effect on the environment.

- 13.128 It is important that a planning framework is put in place to ensure that the Island enjoys quality and choice in its telecommunications services whilst minimising any adverse visual impacts. This may require operators to share sites and masts where this is justified in terms of

limiting the visual impact on the locality and where there are no insuperable technical obstacles to doing so.

- 13.129 Considerations relating to public health and safety may be taken into account within the terms of the Island Development Law but it is recognised that the Environment Department will require expert advice from other agencies and the Health and Social Services Department in particular, in dealing with this issue. Where public health and safety are primary considerations these are more appropriately addressed through Environmental Health controls.

### **Strategic Policy 26**

**The Detailed Development Plans may include provision for the development of telecommunications infrastructure and equipment taking into account the need to minimise any adverse visual impacts on the environment.**

- 13.130 **THE SUSTAINABLE MANAGEMENT OF WATER, STONE RESERVES AND WASTE**

#### **Water resources**

- 13.131 In 1992, the former Water Board established the following principles for the management of water resources:

- Increasing the water catchment to practical economic limits.
- Increasing the water storage capacity.
- Development of the abstraction and transfer infrastructure to provide a comprehensive raw water grid linking 21 stream sources to 15 reservoirs and 3 treatment works.
- A water conservation and leak reduction programme.
- Improvements in stream water quality, by reducing nutrient pollution from agriculture and horticulture.
- Researching the availability of the groundwater supplies.

The Public Services Department took over responsibility for water management in 2004.

- 13.132 Although rainfall records show that the probability of a prolonged period of low rainfall is small, there is statistical evidence of climatic change towards lower rainfall with anecdotal evidence that fluctuations in



weather conditions are becoming more extreme. If rainfall is lower and less reliable, there is an increasing risk that a prolonged and serious drought could occur.

- 13.133 The current contingency plan to deal with this risk would require an area of land on which a desalination plant could be constructed within a maximum of 12 months. Subject to approval of such a plan by the States, and provided the site and construction plans were readied in advance, the plant itself would not be constructed until made necessary by the onset of a severe drought which could otherwise exhaust the available reserves of water in storage.

#### **Strategic Policy 27**

**In order to conserve potable water resources, the efficient use and re-use of all available sources of water should be maximised.**

#### **Surface water drainage**

- 13.134 The St Sampson's Marais catchment forms a major part of the surface water drainage system of the Urban Area, and is of immediate interest in relation to the development of the Belgrave Vinery site. In effect, the St Sampson's Marais represents 20% of the Island's water catchment and steps need to be taken to ensure that the amount of water directed to the public supply from this catchment is protected and, if possible, enhanced.
- 13.135 In this regard the States will promote a policy of Sustainable Urban Drainage, by the incorporation of Best Management Practices acceptable to the relevant authorities, with a view to dealing with runoff from the projected developments, preventing the flooding of these and other developments, and maximising the quantities of water recovered for the public supply.

#### **Strategic Policy 28**

**The effect of development on the aquatic environment shall be managed by the use of Sustainable Urban Drainage Systems, incorporating Best Management Practices at appropriate developments.**

#### **Flood management**

- 13.136 It will be necessary for the risk of flooding in all low-lying land within the Urban Area Plan to be carefully assessed against a range of flood events so that preventative measures may be adopted, where necessary. A further concern is the possible rise in sea levels resulting from climatic changes. While estimates vary as to the timescale during which this

might occur, it is clear that additional coastal protection measures may well be necessary in due course and priorities might need to be reassessed in some areas. This makes flooding events increasingly difficult to predict and reinforces the need for a precautionary approach.

- 13.137 Notwithstanding the above, there must be an element of risk tolerance in flood management especially in the Urban Area. The nature of the risk in any given circumstance must be weighed against competing economic, employment, social, environmental or recreation benefits that might accrue. There may be instances therefore, where the planning benefits of placing buildings or services in vulnerable locations may outweigh the risks from flooding.

### **Strategic Policy 29**

**The risk of flooding of all low-lying areas shall be carefully assessed and taken into account in planning for new development.**

### **Waste water**

- 13.138 Following consideration of the Waste Strategy Assessment presented in Billet d'Etat XI, 1997 and subsequent investigations as described in Billet d'Etat XI, 1999, the States resolved to commence progress towards implementation of sewage treatment. The basis of this decision was that the long sea outfall does not comply with EU standards for the level of sewage treatment, even though EU Standards for quality of bathing waters are satisfied. The Waste Strategy Assessment found that the most significant liquid waste pollution arises from inland sources and their effect upon the water catchment. Provision of sewage treatment would therefore offer minimal environmental benefits, compared with other liquid waste management priorities.
- 13.139 In view of the above, the former Advisory and Finance Committee and Public Thoroughfares Committee agreed an action plan that involved monitoring the discharge effects of the Belgrave Bay outfall; maintaining a watching brief on technological developments and investigating the possibility of low cost measures to deal with effluent discharges from Fort George, Creux Mahie and Herm and to upgrade the existing headworks and preliminary treatment facility at Belgrave.
- 13.140 In 2004 political responsibility for sewage disposal services passed to the Public Services Department with the Environment Department taking overall responsibility for environmental policy. It is understood that a joint report on sewerage and waste water treatment will be presented to the States by the two Departments early in 2006. Strategic Policy 27 remains unchanged pending the outcome of this report.

### Strategic Policy 30

**The identification of sites for sewage treatment works may be incorporated into the relevant Detailed Development Plans and technical assessments of methods of sewage treatment shall be taken into account in the identification of those sites.**

#### Stone Resources

- 13.141 In 1994 when the States considered the Review of Strategy on Waste, Water and Stone (Billet d'Etat XX, 1994), it was resolved that the former Advisory and Finance Committee should instigate a further report to the States on Waste, Water and Stone requirements at least 10 years before the exhaustion of Les Vardes Quarry.
- 13.142 The indications are that reserves at Les Vardes could be worked out by 2015 at anticipated rates of extraction and therefore this review is currently in progress.
- 13.143 Pending States decisions being taken on the basis of the review, it is important that known reserves of stone should continue to be protected.

#### Strategic Policy 30(S)

**Provision may be made in the Detailed Development Plans to protect those areas where there are known reserves of stone from development that would compromise future extraction.**

#### Solid waste

- 13.144 Following consideration of the options and policies for the disposal of solid waste, a Solid Waste Strategy was adopted by the States in 1998 (Billet d'Etat XII).
- 13.145 The Strategy was founded on the assessment that Les Vardes Quarry was unsuitable for the disposal by landfill of putrescible waste and that the principal means of disposal of solid waste should be through a Waste-to-Energy plant.
- 13.146 A Solid Waste Working Party was set up to implement the States Resolutions led by the Board of Administration. The Board commissioned an Environmental Impact Assessment (E.I.A.) of suitable sites for the location of an integrated waste management facility including an energy from waste facility, materials recovery facility, scrap metal yard and civic amenity site. This E.I.A. concluded that with appropriate standards and mitigation measures an integrated waste

management facility could be located at Longue Hougue land reclamation site.

- 13.147 The direction to the former Island Development Committee to identify appropriately located sites for the collection, sorting, transfer and recycling of solid wastes and to examine the merits of co-locating such facilities alongside the energy from waste facility was investigated through the E.I.A. process. This E.I.A. process concluded that with the exception of a possible second civic amenity site located to serve the west of the Island, waste sorting and transfer facilities should be located alongside the energy from waste facility.
- 13.148 An Amendment to the Urban Area Plan and associated Outline Planning Brief (OPB) to enable Longue Hougue to be developed for waste management purposes received the support of the independent Planning Inspector following a public, Planning Inquiry in December 2001. The Amendment and OPB were subsequently approved by the States in April 2002.
- 13.149 In June 2004, the States resolved to appoint an Independent Panel of Inquiry to review the future of solid waste disposal in Guernsey. The findings of the panel were made public in January 2005 the Panel concluded that Guernsey should not proceed with the contract for the proposed energy from waste plant at Longue Hougue. This key recommendation was accepted by the States in May 2005 with the effect that the strategy is now being re-examined with a view to bringing before the States recommendations in respect of the Island's long-term waste management options.
- 13.150 In the interim, the States have resolved that short-term, temporary measures should be examined with a view to extending the life of Mont Cuet and that consideration must be given to the most appropriate sites for the location of elements of the associated infrastructure.
- 13.151 Pending the approval of proposals for the Island's long-term waste management facilities, temporary waste management infrastructure can be accommodated at Longue Hougue in accordance with the provisions of the approved Outline Planning Brief (Billet d'Etat V, 2002).

### **Strategic Policy 31**

**The development of the approved site at Longue Hougue, St Sampson's for an integrated waste management facility will be implemented in accordance with the principles of the Solid Waste Strategy, strategic policy for the environment and revised environmental health legislation. In reviewing the Detailed Development Plans, the Environment Department will make**

**provision for those waste facilities identified in the Waste Disposal Plan as adopted by the States.**

**Strategic Policy 31(A)**

**In the interim, proposals for temporary waste management infrastructure will be accommodated at Longue Hougue in accordance with the provisions of the approved Outline Planning Brief (Billet d'Etat V, 2002).**

13.152      **ACCESSIBLE SOCIAL, RECREATION & COMMUNITY FACILITIES**

13.153      There is already considerable use of education facilities such as playing fields, swimming pools, the assembly halls and classrooms by members of the local community outside of school hours. There is further scope for the use of education facilities though not all schools are suitable. When new schools are built, this provides an opportunity to include additional facilities, which can be used by schoolchildren and the public.

**Strategic Policy 32**

**Measures designed to make maximum use of existing facilities may be supported, with particular emphasis on the joint provision and dual use of education facilities for leisure purposes.**

**Co-ordinated social recreation and community provision**

13.154      The planned provision of adequate social, recreation and community facilities requires a strategy, which assesses demand in relation to existing provision, so that need can be identified. There is scope to promote further co-ordinated provision of new or improved community facilities.

13.155      It will be for the Detailed Development Plans to identify where existing facilities should be retained and where new facilities should be provided.

**Strategic Policy 33**

**The States will seek a strategic approach to the provision of social, recreation, and community facilities by assessing needs (including social needs) and local demand (including latent demand). The Detailed Development Plans will make provision for the protection, enhancement, and new development of such facilities.**

### **Established Recreation Facilities in the Rural Area**

- 13.156 The improvement of established recreation facilities in the Rural Area that are recognised as ‘Centres of Sporting Excellence’ by the Culture & Leisure Department may involve additional development in the countryside. In such cases, the benefits of the development to the local community needs to be balanced with its environmental impact.

### **Strategic Policy 33(A)**

**Detailed Development Plans may provide for limited development of established recreation facilities in the Rural Area that are recognised as Centres of Sporting Excellence where this would not have a substantial adverse impact on the rural environment.**

### **Golf course development**

- 13.157 The establishment of a second, 18 hole golf course at La Grande Mare was approved by the States in 1993 (Billet d’Etat XXI, 1993) but the development has not, to date been fully completed.
- 13.158 In 2002, the Policy & Resource Planning Report recorded that the former Recreation Committee still supported the creation of a third golf course on the Island by a private developer. It was, however, giving the matter low priority against the background of other major initiatives.
- 13.159 The last States Resolution on the matter in January 1991 “negatived” the Recreation Committee’s proposition that there was likely to be a demand for a third golf course.
- 13.160 As the matter has been raised again during the Planning Inquiry into the Rural Area Plan Review I, the Strategic Land Planning Group considers that the Environment Department should be able to establish an ‘Area/s of Search’ for an 18 hole golf course if a justifiable demand for such a facility is established by States Resolution and provided that the location would not conflict with the protection of high quality agricultural land and the quality of the rural environment.

### **Strategic Policy 33(B)**

**If it is established by States Resolution that there is a justifiable demand for an additional 18 hole golf course, the Environment Department shall make provision for an ‘Area/s of Search’ to be designated in the Detailed Development Plans.**

13.161 **COUNTRYSIDE****Landscape**

13.162 The Island contains a variety of different landscapes ranging from coastal landscapes of cliffs and bays, to the lowland landscapes of marais and hougues, and the upland landscapes of valleys and escarpments. The distinctive character for each of these different areas must be maintained and enhanced, and new development should contribute to that character.

**Strategic Policy 34**

**Priority may be given to protecting and enhancing the quality and amenity of the Island's landscapes.**

**Wildlife and nature conservation**

13.163 The Island contains a wide variety of ecological habitats. These range from unimproved grassland and orchid meadows to reedbeds and water filled quarries. The protection and enhancement of ecological habitats will maintain the diversity of the countryside and encourage visitors.

**Strategic Policy 35**

**The Environment Department should seek to identify landscapes of particular ecological importance, and to ensure the protection and enhancement of such areas by encouraging appropriate management schemes.**

**Rural development**

13.164 A viable farming industry is essential to the protection of countryside character and quality. Agriculture makes use of approximately 10,000 verges of land, which represents 26% of the total land area and 65% of open land. Farming practices have a significant impact on the countryside and Island wildlife. Farmers therefore have a vital rôle in environmental management as a part of the farming business.

13.165 The policy of the States is that the rural environment should be conserved and enhanced. This means taking pro-active steps to avoid damaging the countryside while promoting practices that support nature conservation and maintain its character. To manage and conserve its value the countryside needs viable agricultural businesses which promote and protect the rural environment. Acceptable forms of rural development should be accommodated, but recognising that this must not be at the unreasonable expense of landscape, nature conservation, historic interests or the land needed for farming activities. All agencies involved in rural

areas should be encouraging the continuation of good land management and practices which conserve the qualities of landscape, nature conservation and heritage.

13.166 The particular rôle of farmers and farming practices in fulfilling this policy has been recognised through contractual payments to farmers who farm in an environmentally sensitive way. The farm management contracts promote a less intensive form of farming which:

- Ensures the installation of equipment to prevent farm pollution.
- Develops farming practices that sustain the environment.
- Maintains hedgerows, trees, earth banks, water courses, wetland areas and other natural or historic features.
- Promotes nature conservation and biodiversity.

13.167 The dual purpose of supporting viable businesses and environmental management to maintain and enhance the countryside should therefore benefit the farming industry, the rural environment and the Island community.

### **Strategic Policy 36**

**The character, appearance and amenity of the countryside will be improved and enhanced by:**

- **The integrated development of viable farming business linked to nature conservation and environmental management.**
- **Locating new development within the existing built-up area wherever possible.**
- **Preventing development which does not need to be located in the countryside.**
- **Encouraging opportunities to extend and improve wildlife habitats on farmland, for example through additional tree planting, retaining and creating new hedgerows, and creating new wetlands.**
- **Protecting agricultural land from irreversible development wherever possible.**
- **Considering development proposals in the countryside on the basis of their environmental, economic and agricultural implications, and how they can enhance countryside quality.**



### **Derelict land**

13.168 Many parts of the rural area have suffered from the decline of horticulture resulting in large areas of derelict and unused land. Some substantial areas of derelict land have been reclaimed through clearance schemes organised by the former Board of Industry and its predecessors but labour is no longer readily available through the Fieldwork scheme for unemployed people to carry out this work as a public service. Alternative ways of funding and implementing the clearance of glass are being considered.

13.169 It is clearly desirable that areas of derelict land should be reclaimed and restored. Opportunities should be taken to reinforce and enhance the landscape character of the area, and to provide new recreational amenities and wildlife habitats.

### **Strategic Policy 37**

**Derelict and disused land should be reclaimed with priority given to sites that have a major impact on local residents, and the image of the Island for potential investors and tourists. Restoration and after-use of derelict land should have regard to overall setting, landscape character, and potential for creating new habitats.**

### **The built environment and Guernsey's cultural heritage**

13.170 The Corporate Agenda (Natural & Built Environments and Culture Key Themes) recognises the importance of Guernsey's built environment and cultural heritage to the attractiveness of the Island and its sense of having a unique identity. In preparing Detailed Development Plans, it is important that these matters are given due weight whilst acknowledging that they may have to be balanced against other legitimate considerations in determining individual cases.

### **Strategic Policy 38**

**The Detailed Development Plans will include policies to ensure that the built environment of the Island is conserved and enhanced and that the cultural heritage is safeguarded from damaging change.**

The States are asked to decide:-

Whether, after consideration of the Report dated 23<sup>rd</sup> October, 2006, of the Policy Council, they are of the opinion:-

1. To approve the organisational structure of the Government Business Plan as set out on pages 2273-4 of that Report.
2. To approve the further development of this structure in order to facilitate the process outlined in Appendix 2 to that Report for the next States term.
3. To approve the Corporate Policies and Practices set out on pages 2274-2284 of that Report.
4. To approve the 14 States Priority objectives set out on pages 2286-2302 of that Report as described in the relevant Level 1 statement for each topic.
5. To approve the proposed amendments to the Strategic Land Use Plan set out on pages 2303-4 of that Report.
6. To note the incomplete cascades of the Priority Action Plans (Levels 2 and 3) pages 2286-2302 of that Report that are in the process of being further developed for inclusion as part of the Government Business Plan in 2007.
7. To note the Policy Council's intention to work with the Law Officers of the Crown to produce a prioritised schedule of approved legislation awaiting drafting for inclusion in the Government Business Plan in 2007.
8. To note all other sections of the Government Business Plan not specifically referred to above.

**IN THE STATES OF THE ISLAND OF GUERNSEY**

**ON THE 14TH DECEMBER 2006**

The States resolved as follows concerning Billet d'État No. XIX  
dated 10<sup>th</sup> November, 2006

After consideration of the Report dated 23<sup>rd</sup> October, 2006, by the Policy Council:-

1. To approve the organisational structure of the Government Business Plan as set out on pages 2273-4 of that Report.
2. To approve the further development of this structure in order to facilitate the process outlined in Appendix 2 to that Report for the next States term.
3. To approve the Corporate Policies and Practices set out on pages 2274-2284 of that Report.
4. To approve the 14 States Priority objectives set out on pages 2286-2302 of that Report as described in the relevant Level 1 statement for each topic.
5. To approve the proposed amendments to the Strategic Land Use Plan set out on pages 2303-4 of that Report.
6. To note the incomplete cascades of the Priority Action Plans (Levels 2 and 3) pages 2286-2302 of that Report that are in the process of being further developed for inclusion as part of the Government Business Plan in 2007.
7. To note the Policy Council's intention to work with the Law Officers of the Crown to produce a prioritised schedule of approved legislation awaiting drafting for inclusion in the Government Business Plan in 2007.
8. To note all other sections of the Government Business Plan not specifically referred to above.

**S. M.D. Ross**  
**Her Majesty's Deputy Greffier**