



**XVIII**  
**2009**

# **BILLET D'ÉTAT**

---

---

**WEDNESDAY, 15th JULY, 2009**

---

---

**POLICY COUNCIL -  
STRATEGIC PLANS FOR FISCAL AND ECONOMIC POLICY,  
SOCIAL POLICY AND ENVIRONMENTAL POLICY**

# ***B I L L E T D ' É T A T***

---

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

---

I have the honour to inform you that a Meeting of the States of Deliberation will be held at **THE ROYAL COURT HOUSE**, on **WEDNESDAY**, the **15<sup>th</sup> JULY, 2009**, at 9.30am, to consider the item contained in this Billet d'État which has been submitted for debate.

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

The Royal Court House  
Guernsey  
12 June 2009

## **POLICY COUNCIL**

### **STRATEGIC PLANS FOR FISCAL AND ECONOMIC POLICY, SOCIAL POLICY AND ENVIRONMENTAL POLICY**

#### **The purpose of this report**

The States Strategic Plan (SSP) to be debated in September will set out the government's strategic vision for the period 2009 – 2013, and explain how the States intends to achieve these aims using the financial resources available. The SSP is the successor to the 2007 Government Business Plan; but unlike the previous plan, it will interlink strategic policy objectives with financial planning processes and the prioritised allocation of resources to meet States aims.

As a *precursor* to the presentation of the SSP, the States is being asked at their meeting on 15 July 2009 to endorse the contents of three Strategic Policy Plans, which accompany this Report, that set out the States' aims in the core areas of government policy, namely: the Fiscal and Economic Plan, Social Policy Plan, and Environmental Policy Plan. These plans set out corporate, cross-departmental policy and provide a foundation for the States Strategic Plan (still formally denoted as the States Policy and Resource Plan) itself.

It is important to note that at this stage the States are **not** being asked to come to any decisions about the funding of the prioritised initiatives described in the plans but only to agree that these initiatives should go forward to the next stage of consideration.

#### **The September States debate and the funding of new projects and initiatives**

In September, the SSP report will draw together all additional resource requirements resulting from policy and service developments for the period 2009-13 along with the revenue implications of the capital programme to be agreed by the States. These will be presented within the context of:

- Policy Council overview and recommendations
- the current budget of the States;
- any projected new income as a result of growth or increased taxes; and
- the impact of efficiency savings derived through the Fundamental Spending Review.

It is only once the SSP has been debated and adopted in September that the initiative will effectively be given the "amber" light meaning that the Department should prepare a detailed business case for the project in order to secure the required funds as part of the annual budget process.

The September SSP States Report will lay out the process in more detail but the Treasury and Resources Department intends to issue a business case template to be followed in all instances although the level of detail and depth will obviously depend on the nature of the project. The detailed business case will then either:

- a. be sent to the Treasury and Resources Department for evaluation and approval as part of the budget process; or it will
- b. form the basis of a States Report seeking the approval of the States for budget allocation as part of the budget process

The decision as to whether the business case may be approved by the Treasury and Resources Department or by the States will lie at the discretion of the Department responsible for each initiative. However, as a guide, the Treasury and Resources Department will only approve business cases which:

- i. are not high value,
- ii. do not impact on several Departments, and
- iii. are not controversial.

The financial appraisal of approved business cases (from whichever route) will be summarised in the States budget report in a new section on service developments in which the budget allocation will be finalised. This will give States members the opportunity to compare the initiatives side by side and for the Treasury and Resources Department to demonstrate the merits for the States as a whole.

It should be noted that the above will be the process for revenue initiatives to be budgeted in 2011 and onwards. Given that the SSP will be debated in September 2009, there will not be time for this process to be completed ahead of the 2010 Budget debate in December 2009. Therefore, an interim solution will need to be put in place for this budget round which will be confirmed as part of the September SSP debate.

### **Recommendations**

The States are asked, in respect of the following Strategic Policy Plans to be debated during the July 2009 States Debate:

#### Fiscal and Economic Policy Plan:

- (i) To approve the States Fiscal and Economic Plan and the economic principles and strategies on which it is based;
- (ii) To endorse the prioritisation of policy initiatives requiring new resources as set out in States Fiscal and Economic Plan covering the period 2009-2013 and affirm support for the continuing initiatives as also set out, but also noting that these priorities will need to be considered and prioritised alongside the other

service developments to be detailed in the States Strategic Plan to be debated by the States in September 2009; and

- (iii) To note the implications of the States Fiscal and Economic Plan for the other strategic policy plans and resource strategies forming part of the overall States Strategic Plan.

Social Policy Plan:

- (iv) To approve the States Social Policy Plan, including the core values/strategic objectives for social policy as set out in the Plan;
- (v) To endorse the prioritisation for social policy initiatives requiring new resources as set out in the Social Policy Plan covering the period 2009-2013, but noting that these priorities will need to be considered and prioritised alongside the other service developments detailed in the States Strategic Plan to be debated by the States in September 2009;
- (vi) To approve that research into Disability Discrimination legislation and a Disability Strategy should be progressed ahead of research into Civil Partnerships, but behind the research on the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW); and
- (vii) To note the implications of the States Social Policy Plan for the other strategic policy plans and resource strategies forming part of the overall States Strategic Plan.

Environmental Policy Plan:

- (viii) To approve the States Environmental Policy Plan, including the core values/strategic objectives for environmental policy as set out in the Plan;
- (ix) To endorse the prioritisation for environmental policy initiatives requiring new resources as set out in the Environmental Policy Plan covering the period 2009-2013, but noting that these priorities will need to be considered and prioritised alongside the other service developments detailed in the States Strategic Plan to be debated by the States in September 2009; and
- (x) To note the implications of the Environmental Policy Plan for the other strategic plans and resource strategies forming part of the overall States Strategic Plan.

L S Trott  
Chief Minister

1<sup>st</sup> June 2009

**States Strategic Plan:  
Fiscal and Economic Plan**

## 1 Executive Summary

1.1 This report sets out a broad fiscal and economic strategy to be pursued by the States during this term and as such also provides the parameters within which the rest of the States Strategic Plan is to be set. The rebalancing of the fiscal position of the States following the recent reform of the fiscal regime is likely to require a combination of measures including realisation of cost savings identified by the Fundamental Spending Review and rises in revenues from taxation and charges. Consultation, led by the Fiscal and Economic Policy Group, on the best and most appropriate method of progressing phase two of the Zero 10 strategy will take place during this summer when a clearer picture of the likely 2009 fiscal outturn is likely to have formed. However, what is already clear at this juncture is that **additional aggregate expenditure on new services is unaffordable** in this context: the States needs to match expenditure to income.

1.2 The Fiscal and Economic plan is based on the view that sustainable economic growth is desirable and is to be pursued as a means of increasing the standard of living of Guernsey's residents and providing tax revenues to fund ever increasing demands for public services, in particular education, health and law and order, together accounting for more than two thirds of States revenue expenditure. Underlying the plan is the principle that the private sector is the engine of economic growth and that the public sector's role is to provide the necessary competitive fiscal and macroeconomic environment to enable the private sector to flourish. **The primary objective of fiscal policy is therefore to promote long term economic growth.**

1.3 The maintenance of a competitive position for Guernsey is an imperative for future economic success. The maintenance of this competitive position is best served by: a continued conservative fiscal stance of the States (and thus its internationally competitive tax position); maintenance of its tier one OECD tax regime status; measures to control inflation and hence costs; together with supply side<sup>1</sup> strategies that foster innovation and improve the productivity of both the workforce and firms; and continued investment in key strategic infrastructure.

1.4 The report sets out in greater detail each of these strategies, provides objectives and performance indicators consistent with the style of format to be adopted by the States Strategic Plan and outlines new (and ongoing) initiatives to achieve these objectives. It first however, provides a short narrative on the economic and fiscal outlook presently faced by the States<sup>2</sup>.

## 2 Economic Outlook

2.1 Over the last twelve months the world has experienced unprecedented global economic turbulence catalysed by the original credit crunch of the summer of 2007 and reignited by the second round of the credit crunch of the summer of 2008. According to

---

<sup>1</sup> 'Supply side' the side of the economy concerned with the production of goods and services, usually in reference to the factors of production such as labour, land etc (as opposed to 'demand side' which concerns with the demand for such goods and services.)

<sup>2</sup> At the time of writing (June 2009).

IMF forecasts, the world economy is set to contract for the first time since the Second World War. Most major developed economies are now in recession and closer to home, official forecasts suggest the UK economy will contract 3.5% during 2009. Not untypically there exists a broad range of economic opinion as to the likely longer term (in this context six to thirty six months) picture for the global economy. Whilst some suggest a very protracted period of near recessionary conditions, others suggest a comparatively rapid bounce back to trend growth, particularly for the UK and US economies. Indeed global equity markets appear to have been pricing in the latter of these scenarios with their gains (20% plus) achieved over the last few months.

2.2 Whilst the future is uncertain, what is evident even today is that the Guernsey economy remained somewhat semi-detached from the global economy during the second half of 2008. As the major economies of the world fell into recession during the second half of 2008 (in some cases probably earlier) Guernsey domestic demand remained strong, domestic consumer spending as evidenced by the supply of domestic money in circulation continued to grow, house prices continued to rise during the year, and car registrations (down in the UK by over 20% in 2008) increased year on year. Internal Policy Council forecasting suggests economic growth of between 2% and 3% was likely to have been achieved in 2008.

2.3 Historical evidence suggests that the Guernsey business cycle is less volatile than our larger neighbour, the UK. During the protracted recessions of the 1980s and 1990s, economic conditions were significantly more benign in Guernsey with rates of unemployment at levels well below the UK. Indeed unemployment rates experienced in the Bailiwick over the last few years in particular have been at very low levels by any international comparison. It is also true that the financial sector demonstrates the greatest volatility of any section of the Guernsey economy but is itself much less volatile than the same sector of our nearest neighbour, Jersey, due its greater diversification (this greater diversification is also the case for the wider economy). What is also true is that the Guernsey economy, whilst clearly related to the world economy through international export linkages, appears to be affected by international events with some delay and also that the correlation between the Guernsey economic cycle and the UK economic cycle has weakened during this decade. Combined these factors suggest that any slowdown here will be later, shorter and softer and quite possibly will have only negligible effects on earnings and employment. This is significant for States revenues under the new fiscal regime as wages and hence receipts from ETI tend to be less volatile than overall economic activity generally and much less volatile than profits in particular.

2.4 This is not to ignore the factors that are presently buffeting the global and Guernsey economies, but to provide a sense of perspective for the Bailiwick. The picture for this year remains unclear and the indicators remain mixed. It is clear that the property market has recently slowed, sales volumes are down year on year, and prices have slowed or gently declined over the last six months<sup>3</sup> but this is from historically

---

<sup>3</sup> Notwithstanding the fact that figures published by the Policy Council exhibit a high degree of volatility due to the methodology presently used. This methodology is currently under review.

high levels of affordability and as such a mild cooling would be welcomed. However, quarter one figures for ETI earnings demonstrated healthy growth of over 4% on an annual basis, domestic notes and coins in circulation exhibited robust annual growth and unemployment dropped during April. That said latest survey evidence, the Chamber of Commerce's 2009 annual survey of members and Commerce & Employment's survey of the construction industry in spring of this year, point to a potentially tougher economic environment in Guernsey for 2009/2010.

2.5 Notwithstanding the global downturn, there also exists the potential for the zero ten corporate tax regime and publication of the OECD 'white list' to impact positively on the Guernsey economy. Indeed despite the worst conditions for global banking in living memory, banking deposits in Guernsey continued to grow during 2008 even after accounting for exchange rate effects.

2.6 Combined, these factors imply a great degree of uncertainty about growth in the short run and for the likely position of the States budget outturn both this year and next. At the time of writing, 2008 data for economic output is still to be calculated by the States (this timing is not unusual) although as stated above internal Policy Council forecasts suggest growth of between 2% and 3% was achieved in 2008.<sup>4</sup> Therefore there are strong grounds for realistic but cautious optimism about the prospects for the Guernsey economy especially in relative terms given the global economic picture.

### 3 Fiscal Outlook

3.1 Given global economic factors there presently exists a high degree of uncertainty in forecasting growth in the short run and the likely States budget outturn both this year and next. The rebalancing of the fiscal position of the States following the recent reform of the fiscal regime is likely to continue to require a combination of measures including realisation of cost savings identified by the Fundamental Spending review and rises in revenues from taxation and charges. This requirement is anticipated, consistent with the recent reforms, but the earlier timing has been precipitated due to the exceptional global economic conditions.

3.2 **States revenue figures for 2008 were better than forecast.** First quarter ETI revenues have also demonstrated robust year on year growth given global economic circumstances. However, given the global conditions and the signals received from certain areas of the economy, it is still particularly difficult to accurately forecast the 2009 revenue outturn<sup>5</sup>. By the summer more data will be available and the States will

---

<sup>4</sup> These forecasting tools are under development by the Policy Council as was directed by action point one of the previous Strategic Economic Plan (agreed in 2007). Development and robustness testing of these tools is being rigorously pursued and it is intended that in the very near future formal forecasts will be able to be utilised to guide States budgeting procedures.

<sup>5</sup> The extent of any required measures remains unquantified and a clear distinction and reliable estimate of what proportion of any fiscal imbalance is cyclical (ie temporary and brought out by changed economic circumstances and buoyancy of tax receipts) and what proportion is structural (ie permanent unless addressed by policy) will be required.

be in a better informed position. Consultation, led by the Fiscal and Economic Policy Group, on the best and most appropriate method of progressing phase two of the Zero 10 strategy will then take place. This States Strategic Planning process and the 2009 budgeting process therefore takes place within much tighter financial constraints than the States has faced for many decades. Additional aggregate expenditure on new services is unaffordable in this context: the States needs to match expenditure to income. This States Strategic Planning process is about setting expenditure priorities for new or expanded services and will require reallocation of resources within present spending limits to meet new priorities and is it not about an increase in real term budgets and costs.

#### **4 The Fiscal and Economic Plan**

4.1 This section sets out the rationale on which the economic strategy is based and lists the four key strategies of the economic plan and the associated economic objectives to be pursued. The subsequent two sections then provide an accompanying narrative to the strategies and objectives followed by a section listing the chosen key performance indicators to be incorporated into monitoring of the States Strategic Plan. The final section then lays out the new (and ongoing) initiatives of the States in each strategic area. Various appendices are included by way of context provision for the reader.

4.2 The formulation of the plan has been done following a series of workshops involving the majority of States Members and is unanimously endorsed by all the political members of the FEFG. It incorporates feedback and comments collated during these workshops. Importantly, it builds upon the work of the previous Strategic Economic Plan (Billet XVIII, 2007).

4.3 The Fiscal and Economic plan is based on the view that sustainable economic growth is desirable and is to be pursued as a means to increasing the standard of living of Guernsey's residents and providing tax revenues to fund ever increasing demands for public services, in particular education, health and law and order.

4.4 Underlying the plan is the principle that the private sector is the engine of economic growth and that the public sector's role is to provide the necessary competitive fiscal and macroeconomic environment to enable the private sector to flourish. The primary objective of fiscal policy is therefore to promote long term economic growth and, given monetary policy is not under the control of the States, import leakages are high<sup>6</sup>, and the inherent time delays for fiscal changes to take effect<sup>7</sup>, there is only a limited role for fiscal policy to achieve macroeconomic stabilisation.

4.5 Guernsey's economic success, particularly as an international offshore financial

---

<sup>6</sup> Imported goods comprise a high proportion of total domestic spending and consumption.

<sup>7</sup> The common assumption is that changes in fiscal policy take around 18 – 24 months to feed through into domestic demand. The recent policy practice of the UK, EU and US governments to use monetary policy has been used as a macroeconomic stabilisation measure is predicated on the view that changes in interest rates have a much more immediate effect on aggregate demand.

services centre, has been predicated on its competitive and compliant<sup>8</sup> international tax regime and an innovative legal environment. This position alongside a robust and respected regulatory regime with strict adherence to the highest international standards (as has been recently recognised by the OECD) has been the foundation of the historical growth of the financial sector.

4.6 The continuing strong reputation of the GFSC (Guernsey Financial Services Commission) is thus of paramount importance to the island's economy.

4.7 The maintenance of a competitive position for Guernsey is an imperative for future economic success - success being defined as a strong, broadly balanced, growing economy offering employment opportunities for all Guernsey residents. The maintenance of this competitive position is best served by:

- a continued conservative fiscal stance of the States (and thus its internationally competitive tax position);
- the continuance of a strong, internationally respected regulatory regime;
- maintenance of Guernsey's tier one OECD tax regime status;
- measures to control inflation and hence costs; together with
- supply side<sup>9</sup> strategies that foster innovation and improve the productivity of both the workforce and firms; and
- continued investment in key strategic infrastructure.

To achieve these ends economic and fiscal policy has been broken down into the following four broad strategies:

1. A fiscal framework strategy
2. An anti-inflation strategy
3. Supply side development strategy
4. Infrastructure investment strategy

Key objectives are set under each strategy. The main macroeconomic and fiscal objectives are summarised as:

- Long run fiscal balance: spending within constraints of the Fiscal Framework

---

<sup>8</sup> The fiscal regime needs to be compliant with EU code of conduct legislation.

<sup>9</sup> 'Supply side' the side of the economy concerned with the production of goods and services, usually in reference to the factors of production such as labour, land etc (as opposed to 'demand side' which concerns with the demand for such goods and services.)

- Real term freeze on aggregate States revenue expenditure
- Continuing OECD Tier One Status
- Average economic growth of 2% or more per annum<sup>10</sup>
- Stable and low inflation: RPIX 3.0%
- Continuing full employment.<sup>11</sup>
- Skilled, flexible labour market.
- Diversified, broadly balanced economy.
- Well regulated, competitive domestic markets.
- Modern key strategic infrastructure, with public capital investment averaging 3% of GDP

## **5 Key Strategies**

### **5.1 Fiscal Framework Strategy**

5.1.1 The primary objective of fiscal policy is to promote long term economic growth. To achieve this objective and ensure a continued conservative fiscal regime, the States has adopted the stance of ‘permanent balance’<sup>12</sup> ie that income and expenditure should match over the medium term. The summary fiscal framework as agreed by the States in April 2009 is outlined in appendix 4.

5.1.2 Guernsey’s recent economic success has been driven by its internationally competitive and compliant tax regime allied to adherence to the highest international standards of regulation. To maintain this competitive position, the framework sets out aggregate parameters for government expenditure and taxation in addition to the formal borrowing rule for capital investment. These have set upper bounds for the long run levels of States revenue and capital expenditure. The purpose, supported by the commitment to maintenance of the jurisdiction’s Tier 1 status (on the OECD tax regime report), is to ensure a continued internationally competitive fiscal environment in Guernsey.

### **5.2 Anti-inflation strategy**

5.2.1 It is widely recognised that inflation in Guernsey has historically tracked that of

---

<sup>10</sup> An objective of greater than 2% growth as a long run average is based on an analysis of what is realistic given the maturity of the Guernsey economy (see 6.2).

<sup>11</sup> See section 6.2 for the definition of this term as used in this plan.

<sup>12</sup> The concept of permanent balance was explained in depth in the Fiscal Framework, endorsed by the States in April, 2009. In short, the term means that the States has to balance its budgets in the medium term.

the UK but at a slightly higher level. During the period between 2001 and mid 2008 the average differential between the RPI (Retail Price Index) rate of inflation in Guernsey and the UK was around one percent. This sounds little but the net result of this was that, over this time period, whilst the price level in Guernsey grew by around a third the price level of the UK grew by only a quarter. Higher prices feed higher wages. In the long run this is detrimental to the competitiveness of the Guernsey economy, especially in the current environment, with firms likely to seek to consolidate operations to minimise costs. Guernsey will need to ensure that it remains competitive in all areas including cost, particularly in the post credit crunch era.

5.2.2 The adoption of a ‘light touch’ anti-inflation strategy – incorporating a credible target with a focus on measures to enhance domestic competition – will be undertaken over the course of the next year. The specific level of the target is likely to be set at RPIX of 3%; a key component of the strategy is the regulation of competition.

### **5.3 Supply side development strategy**

5.3.1 Given constraints on Guernsey’s population and with a goal of full employment, economic growth will be heavily dependent on productivity improvements across firms and individuals and the removal of inefficiencies across labour and product markets. The role of the supply side<sup>13</sup> development strategy is to improve the productive potential of the economy through improvements in the skills base of the workforce; legislation designed to foster competition and support innovation amongst firms; and policy initiatives to maximise employment opportunities for Guernsey residents. Promotion of balance and encouragement of diversification of the economy will continue through the continuance of the assessment of companies’ economic contribution by calculation of their direct and indirect economic contribution (commonly known as ‘primary’ and ‘secondary’ benefits) to Guernsey<sup>14</sup>.

### **5.4 Infrastructure investment strategy**

5.4.1 Provision of modern strategic infrastructure is essential to the future success of the economy. The States has chosen to safeguard this infrastructure through a programme of strategic investment in public capital works, allied to judicious regulation of utilities to ensure continued investment in competitive modern telecoms and transport services.<sup>15</sup> The Fiscal Framework states the figure for public sector investment of 3% of GDP to ensure sufficient public investment takes place over time, analysis demonstrating that in addition to being a similar level to the EU, 3% is also the 10 year

---

<sup>13</sup> See note 5.

<sup>14</sup> See appendix 5.

<sup>15</sup> Whilst clearly for the economy it is irrelevant if the same investment is undertaken by the private sector if it can be encouraged to do so. The role of the State is to ensure investment takes place not necessarily undertake the investment itself. However, there remains a compelling rationale for public investment in industries where natural monopolies remain or that the likely financial return is insufficient to generate commercial investment from individual companies but the aggregate combined social and financial return warrants the investment.

historic average value for the States. Each individual component of the States capital expenditure programme will be subject to rigorous social and financial cost benefit analysis.

5.4.2 Outside of this framework of public sector investment, the FEPG will continue the States approach of a proportionate regulatory regime in telecommunications to encourage competition, innovation and continued investment in modern, competitive telecoms links. The FEPG will also ensure the necessary steps continue to be taken to maintain and enhance Guernsey's air and sea transport links with the global economy.

## 6 Economic Objectives

6.1 Guernsey's economic success has been founded on an internationally competitive tax regime allied to adherence to the highest international regulatory standards. The reform of the fiscal regime to remain internationally competitive combined with the global slowdown has resulted in a need to rebalance the fiscal position. The following objectives are designed to ensure the long run continuance of the competitive nature of Guernsey's fiscal regime and ensure the short run rebalancing of the fiscal position.

- Continuing OECD Tier One Status
- Long run fiscal balance: spending within constraints of the Fiscal Framework
- Real term freeze on aggregate States revenue expenditure

6.2 Growth is the means by which Guernsey residents will continue to enjoy a high and increasing standard of living. **An objective of greater than 2% growth as a long run average** is based on an analysis of what is realistic given the maturity of the Guernsey economy (see appendix 3). It needs to be recognised that this is a long run average target and that this will be difficult and/or unlikely to be achieved in a given year of global economic downturn. Achieving full employment<sup>16</sup> will ensure the fruits of success are fairly distributed.

- Average economic growth of 2% or more per annum
- Continuing full employment.

6.3 Maintaining international competitiveness is key to economic success. A realistic target to keep Guernsey's inflation rate low and close to the UK level will ensure that costs do not unnecessarily increase over time. Well regulated and competitive markets will assist in achieving this objective and ensure that gains from economic success are fairly distributed between producers and consumers.

---

<sup>16</sup> Defining full employment could warrant a report all by itself. The term is used here to describe high levels of employment where reported unemployment in percentage terms remains similar to that experienced over the last five years.

- Stable and low inflation: RPIX 3.0%
- Well regulated, competitive domestic markets.

6.4 Constraints on increased labour and land mean that growth will need to be primarily driven by improving productivity, ie key will be increased output per capita (per head). Ensuring that Guernsey's labour market is skilled and continues to improve its skills levels to keep pace with ever increasing and sophisticated technology is fundamental. An efficient and flexible labour market is necessary for firms to grow in an internationally competitive environment. Flexibility will also be improved by moves to expand the labour force within population constraints. It is also necessary to maintain an innovative and flexible legal framework to help firms expand their share of international markets as is the maintenance of modern key strategic infrastructures particularly in transport and telecoms.

- Skilled, flexible labour market.
- Diversified, broadly balanced economy.
- Modern key strategic infrastructure, public investment averaging 3% of GDP

6.5 Ensuring that Guernsey's economy continues to diversify into higher value production whilst ensuring sufficient resources are directed towards vital lower economic value but often higher social value employment is fundamental to a successful economy and sustainable society.

## **7 Key performance indicators ('KPIs')**

7.1 Key economic variables will be monitored to provide a measure of the progress of the fiscal and economic strategy and plan. These variables have been chosen to provide a balanced and dependable guide as to the performance of the economy against the agreed key macroeconomic and fiscal objectives. As this is the first iteration of the plan and the intention is that it will be subject to annual review, development of these KPIs can be easily accommodated.

The following variables will be used as key performance indicators.

- Budget balance (+/- £m, +/- % GDP)
- Share of Government spending as proportion of GDP (%)
- Economic growth (GDP/GDP by sector)
- RPIX (Retail Price Index excluding mortgages)
- Productivity growth (GDP/worker)
- Change in unit labour costs
- Employment/unemployment rates (%)

- Economic participation rates (% workforce employed)
- Educational attainment
- Rates of in employment training
- Vacancy search/match duration
- Distribution of workforce by sector
- Average earnings and distribution.

7.2 As outlined above, these variables have been chosen to provide a reliable guide as to the overall performance of the economy. As discrete plan initiatives are progressed separate, distinct KPIs will be developed to provide similar measures of 'performance against plan' to facilitate monitoring on an initiative by initiative basis.

## **8 Plan Initiatives**

8.1 In the abridged version of the plan that will form part of the States Strategic Plan for debate in September, new initiatives requiring funding (to be sourced from reprioritised spend and/or savings accrued from the Fundamental Spending Review) will be disaggregated and form a stand alone section comprising table 1 overleaf. However, to provide a broader context for this report, this section provides an overview of all relevant initiatives to be progressed or being progressed under each key economic strategy.

### **8.2.1 General**

8.2.2 There are several general initiatives presently being progressed by FEFG. The first is an improvement of data collection by the States to better inform policy making. An annual business survey is part of this initiative. First stage preliminary consultation with business organisations has been undertaken. Feedback has been positive. Second round consultation is underway to be followed by piloting of the survey over the summer with full implementation in early 2010.

8.2.3 As referred to previously, econometric forecasting tools are presently under development and their robustness being tested. The intention is for these to be used to provide benchmark States forecasts for GDP and inflation. To supplement these, a leading indicators model will also be developed.

8.2.4 As stated in the executive summary, the summer and autumn will see a consultation on options for the implementation of the second phase of the reform of the fiscal regime led by the FEFG. Much of the analysis will be driven by internal analysis from Treasury and Resources in the short term but longer term it is felt that the use and development of bespoke econometric tax models may prove beneficial. A potential budget line has been included for their development as further specialist software licences would be required.

### **8.3 Fiscal Framework Strategy**

As outlined in Billet XI April 2009, the adoption of the Fiscal Framework by the States will necessitate the constitution of a Fiscal Policy Panel comprised of respected, recognised industry experts, together with publication of improved, transparent fiscal forecasts. This will be completed during 2009.

### **8.4 Anti-Inflation Strategy**

A key component of the anti-inflation strategy will be the adoption of ‘light touch’ competition regulation. Commerce and Employment’s proposals for such will shortly be presented before the States. This together with an inflation target will form the central planks of the strategy to counter inflation and seek to change the inflationary expectations of Guernsey residents.

### **8.5 Supply Side Strategy**

8.5.1 The vast majority of the ongoing plan initiatives can be broadly classified under the supply side umbrella. These are geared towards improving the ‘supply’ of factors of production. Traditionally these factors are often thought of as labour and land but in the modern, high value added international markets in which Guernsey competes these factors also include more esoteric aspects such as commercial legal frameworks which foster new product innovation.

8.5.2 Various initiatives across the States are aimed at improving the flexibility of the labour market: the objective being to increase the pool of labour available to firms at any one time, primarily through raised participation levels, and its skill levels through higher levels of in work training. The workforce development plan is key to achieving this goal of the fiscal and economic plan and is being delivered by Commerce and Employment but driven by the Social Policy Group<sup>17</sup>. The Social Policy Group is also driving other initiatives central to increasing labour market participation such as the review of childcare provision. It is anticipated that other initiatives, such as the review of the benefits system to remove disincentives to work and potential post retirement working programmes, will be done in collaboration with the FEFG.

8.5.3 The Population Policy Group is leading the review of population policies. This group will seek to identify and monitor the extent of those economically active and also develop policies to ensure all those legally housed in Guernsey are encouraged and permitted to be economically active. The Group will be continuing to investigate how housing licences (or any successor to them) can be used to maximum effect, including continuing the practice whereby the criteria of primary and secondary benefits are taken into account in determining applications to the Housing Department for essential employment-related licences.

---

<sup>17</sup> In table 1 overleaf, initiatives which are central to this plan but run under the auspices of other policy groups are referred to even if they do not constitute an additional revenue resource. Instead of a likely budget requirement, the relevant policy group or department is referred to in this column.

8.5.4 The key task for the Strategic Land Planning Group is the ongoing review of land requirements to ensure sufficient provision of land for business within the constraints faced by a small, primarily rural in character, island economy. This sentence acts to summarise and encompass the numerous actions points 6 through 16 (although not every and each one has been retained in this iteration of the plan) in the previous version of the strategic economic plan which are, for expositional brevity here, attached as appendix 6. The new planning procedures introduced on April 6<sup>th</sup> of this year will ensure minimum standards for speed and efficiency of delivery commensurate with fees and levies charged.

8.5.5 Priority will continue to be given to the introduction of innovative legislation to provide additional financial and other, commercial, intellectual proprietarial, products and services.

8.5.6 A review of all state subsidies will be undertaken to ensure that there exist sound economic or social reasons for their continued existence.

## **8.6 Infrastructure Investment Strategy**

8.6.1 Continued light touch legislation and regulatory oversight will be maintained to ensure rigorous competition and sustained private sector investment in modern transport<sup>18</sup> and telecoms infrastructures.

8.6.2 The States will fund investment in public sector capital through the capital investment programme, the level of which through the Fiscal Framework has been set at a long run or 'permanent' level of 3% of GDP. This was specifically to ensure Guernsey maintains a modern strategic economic and social infrastructure, subject naturally to individual capital investments meeting minimum criteria for social and economic return.

8.6.3 Commerce and Employment will be reviewing present arrangements for air route licences including the revision of route development subsidies.

8.6.4 Finally, whilst continued investment in the reputation of Guernsey globally will continue to be carried out through the promotional work of Guernsey Finance and Visit Guernsey, levels of support will be continually reviewed to ensure they remain consistent with the return provided to the whole economy and Guernsey residents.

---

<sup>18</sup> A distinction is made between modern transport infrastructure in the strategic sense ie connectivity with the rest of the world and day to day transport infrastructure, eg internal roads, which, for a such a small island, has a much lesser economic significance than say the UK or France, where internal road and rail links are of a much greater economic significance.

**Table 1: Summary of key initiatives**

<u>Initiatives/strategy</u>	<u>Programme</u>	<u>Cost/dept</u>
<b>General</b>		
Forecasting & modelling	Annual business survey	£20k per annum
	Development of econometric models	Nil
	Business confidence survey	(£40k annum)
	Tax modelling	(£40k + £5k per annum)
<b>Fiscal Framework Strategy</b>	Fiscal Policy Panel	£65k per annum
<b>Anti-inflation strategy</b>	Competition framework	(£400k per annum)
<b><u>Supply side initiatives</u></b>		
Labour	Workforce development	C&E
	Population review	PPG
	Removal of disincentives from tax and benefit structure	SPG/FEPG
	Improved childcare	SPG
	Post retirement age working	SPG/FEPG
Goods	Competition policy	See above
Land	Streamlined planning process	Environment Dept
Legal	Commercial legal products	C&E
	Utility regulation	OUR
<b><u>Infrastructure initiatives</u></b>		
	Capital investment programme	All States depts.
	Airline route licensing	ETG/C&E

**Key:**

C&amp;E, Commerce &amp; Employment

ETG, External Transport Group

FEPG, Fiscal and Economic Policy Group

OUR, Office of Utility Regulation

SPG, Social Policy Group

PPG, Population Policy Group

## Appendix 1: Measuring Economic Performance

Whilst far from perfect, many aspects of wellbeing are not reflected such as the health or happiness of a society, GDP is the traditional measure of the performance of an economy. Under Zero 10, the distribution of taxes has moved away from the taxation of company profits towards the individual, especially the taxation of wages. It could be argued therefore that GDP as a measure of economic performance has less relevance in particular for the fiscal position of the States of Guernsey.

However, economic output as measured by GDP still remains, despite its acknowledged flaws, the standard benchmark by which comparisons internationally, and across time, are able to be made, thus it maintains its relevance. Reliance on measures of wage growth alone as a measure of economic performance, despite its more direct relevance for States revenues under Zero 10, would provide only a partial perspective of the performance of the economy overall.

It needs to be remembered that States revenue growth and GDP growth whilst related are not linked on a one for one basis. This is significant for States revenues under the new fiscal regime as wages and hence receipts from ETI tend not to be as volatile as overall economic activity generally and much less volatile than profits in particular.

## Appendix 2: A brief summary description of the Guernsey economy

A snapshot of the Guernsey economy provides the following key facts as of June 1<sup>st</sup>, 2009:

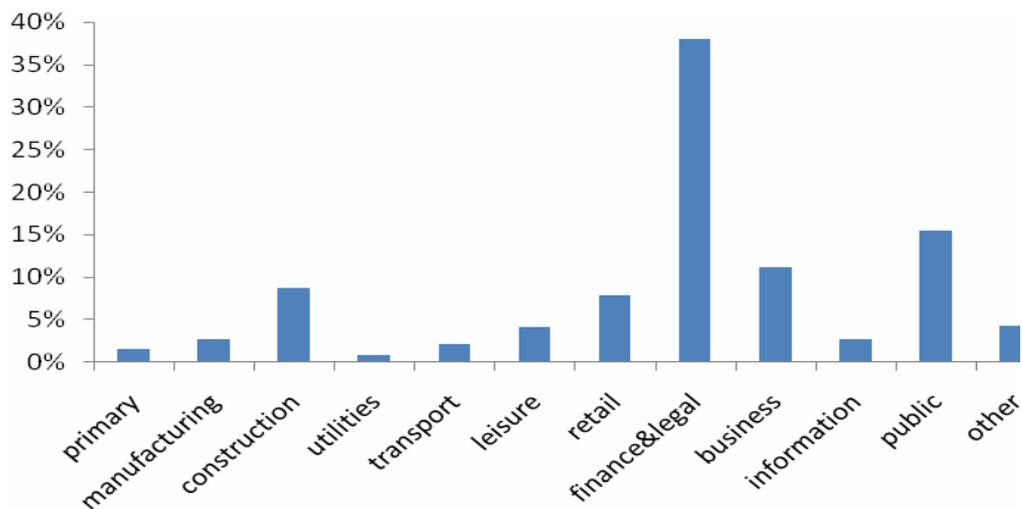
- Total GVA (GDP) 2007: £1.99bn (£1.66bn)<sup>19</sup>
- Average earnings: circa £30,000
- Average Household Income: circa £41,000
- Population: 61,811
- Average 10 year GDP growth: 2%
- Inflation (RPI): -1.2%
- Inflation (RPIX): 3.3%
- Workforce: 31,930
- Unemployment: 1.2%
- Financial Services employment: 24.1%
- Public sector employment : 21.4%

---

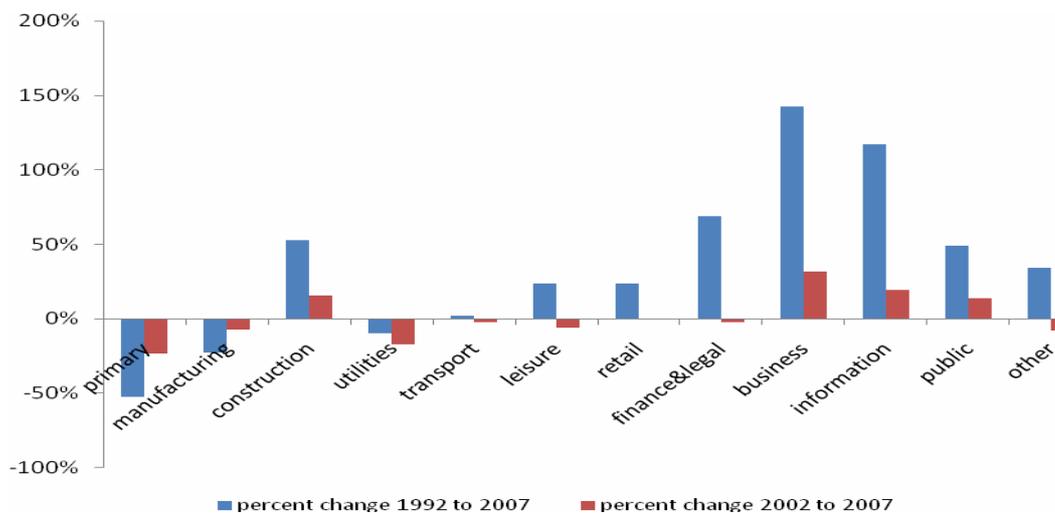
<sup>19</sup> There are two methodologies utilised in Guernsey for calculating economic output. The traditional measure, GDP (Gross Domestic Product), takes output as the sum of wages and profits. The international measure, published only in the most recent years, GVA (Gross Value Added), includes calculation of various notional outputs and adjustments derived from financial intermediation. Whilst the latter is more commonly used internationally, the methodology of the former is preferred for comparisons of the performance of the Guernsey economy over time.

The key driver of the Guernsey economy is clearly the financial services industry: it is far and away the largest 'industrial' sector and the largest contributor in per capita economic output (its GVA ('gross value added') per employee being nearly twice the Island average (£107, 189 and £59,038 respectively (2007 values)). It contributes over 35 percent of Guernsey's economic output and some 24 percent of employment. However, it does not quite dominate the economic landscape as it does many offshore financial services centres (as highlighted by the HMT's Review of British Offshore Financial Centres, interim report, April 2009) for instance in Jersey, a key competitor jurisdiction and natural comparator, where it contributes over 50% of economic output.

**Figure 1: Breakdown of Output by Industrial Sector**



**Figure 2 Real terms growth (percent) across various economic sectors.**



Whilst the historic growth of the financial services sector is well documented, what is less recognised is the impressive recent growth in two other high value added sectors:

business and information services. Figure 2, shows the real term growth in various economic sectors in real terms during the periods 1992 to 2007 and 2002 to 2007. As is clear the sectors that have exhibited the greatest growth in recent years are the business and information services sectors, themselves high value sectors. Internal policy research analysis demonstrates that median and mean salaries in these sectors are as high, if not higher than the financial sector.

### **Appendix 3: Economic and fiscal trends.**

The growth rate of the Guernsey economy has slowed in recent years, partly due to cyclical factors (there have been two technical bear markets<sup>20</sup> in international capital markets during this decade which have had a significant impact on finance sector profitability) and partly due to a general maturing of the economy: for example, rapid growth rates witnessed in 1980s are no longer feasible in a full employment economy (where resources are pretty much fully utilised) and the higher economic value sectors are now large and well developed.

Historic average growth rates of the last 25, 15, 10 and 5 years are 3.2%, 2.3%, 1.8% and 1.2% respectively (although this averaging also includes years of negative growth, ie economic contraction or ‘recession’). However, figure 3 below illustrates both actual growth rates and the trend growth rate<sup>21</sup> which better reflect the potential or long run rate. **Whilst the target of 2% may seem demanding in the light of very recent historical experience, it is a target that ought to be achievable in normal times by a mature high value economy such as Guernsey and without which the burden of taxation would soon begin to rise.** The supply side strategy in particular contains policies and initiatives designed to help meet (and continue to meet) this objective.

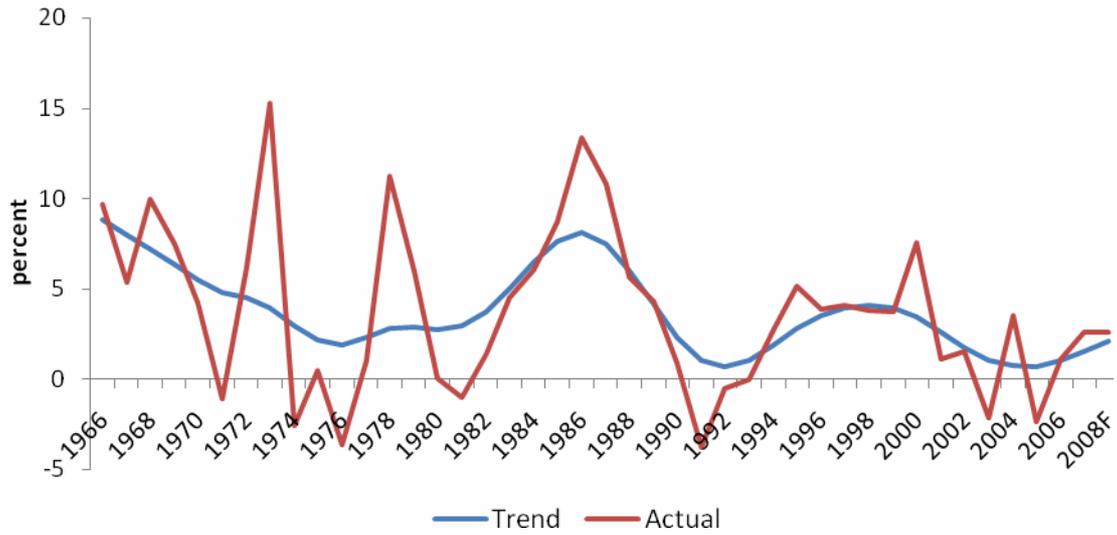
Much of the success of the fiscal strategy is predicated on the ability to continue to restrain public expenditure. A fundamental objective of this plan is the continued achievement of an internationally competitive fiscal position. This is predicated on a continued conservative fiscal policy and as underlined in the fiscal framework a long run permanently balanced fiscal position. There are no net new revenues available. The fiscal framework agreed by the States in April 2009 sets a long run upper bound for public expenditures at 21% of GDP. This level locks in the reductions in public expenditures achieved in the run up to the fiscal reforms of the zero ten strategy. Figure 4 illustrates this.

---

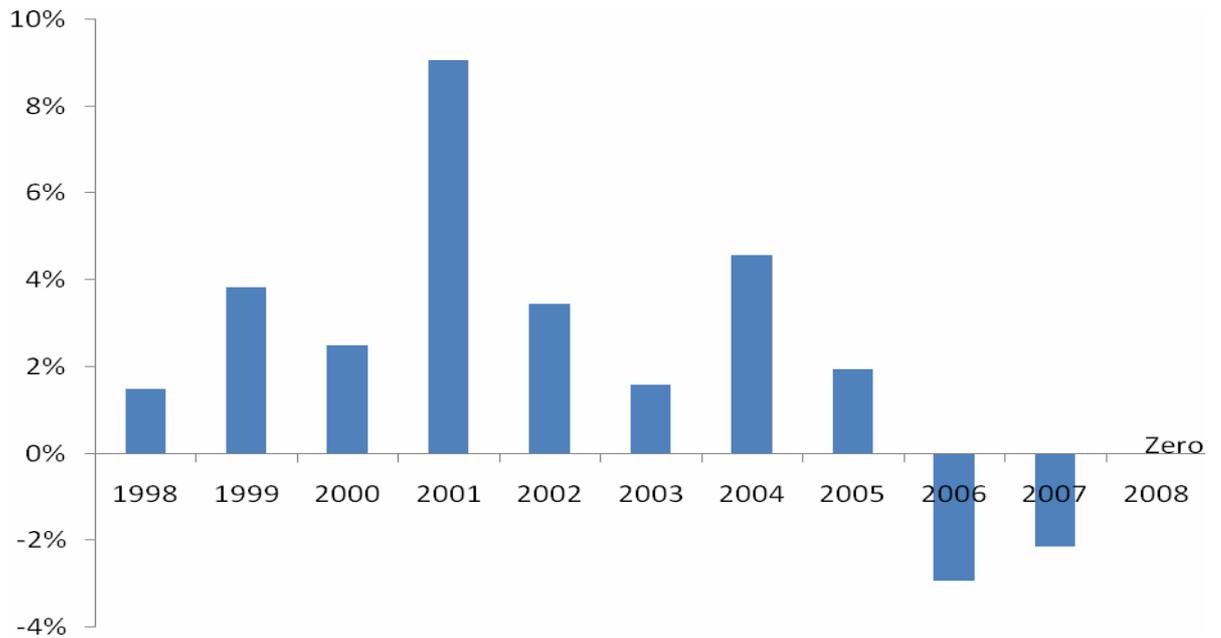
<sup>20</sup> A decline in values of over 40%.

<sup>21</sup> This has been calculated by use of the Hodrick Prescott Filter. An econometric technique designed to filter out the effects of the ‘business cycle’. A partial filter (50%) has been applied.

**Figure 3: Actual and Trend Growth Rates 1966 to present day**



**Figure 4: States revenue real term spending growth (after adjustment for changes to grant to social security fund), 1998 - 2008**



## Appendix 4: Summary Fiscal Framework

### Principles

The principles underlying fiscal policy in Guernsey are that:

- stability is at the heart of sustainable economic prosperity;
- fiscal policy needs to be focused on the medium term;
- economic and fiscal policy should be stable, transparent and predictable.

### Objective

Consistent to these underlying principles the overarching objective of the fiscal framework is that fiscal policy should achieve the economic position of **‘long run permanent balance’** ie that income and expenditure should match over the medium term to ensure continued conservative fiscal policies of the States of Guernsey.

### Framework

1. Assuming a long run **permanent balance** position implies the acceptance of long run ‘permanent’, ie normal, levels for taxation and public spending including public sector capital investment: these long run levels provide ‘norms’ for future plans and are calculated with reference to historic or international empirical experience.
2. Deviations, and hence any fiscal deficits, from these long run norms are only acceptable if they are of a temporary nature, ie in the instances of a mistiming of income and increased capital expenditure requirements or those caused by severe swings of the economic cycle.
3. To ensure that balance is achieved in the medium term forecasts of all future revenue and expenditures will be continually generated to ensure that any revenue shortfalls are matched by future surpluses.
4. Any borrowing to fund temporary mismatches between expenditure requirements and revenue income will be restricted by strict conservative limits to ensure the sustainability of Guernsey’s long term finances and the international credit rating of the States. **Gross debt can only be accumulated to fund capital investment.**
5. Any use of the contingency reserve as an alternative to borrowing will require the replenishment of the reserve in subsequent years to maintain reserves to an agreed level.

The above framework implies the following **limits to fiscal expenditure** of the States:

1. that the level of gross borrowing by the States may not exceed *15%* of Guernsey gross domestic product;

2. that the maximum annual operating deficit of the States may not exceed 3% of gross domestic product;
3. that the maximum additional borrowing sanctioned in any one States term may not exceed one times the level of 'permanent' capital expenditure over that time period;

*and that the assumed 'norms' for permanent capital expenditure and taxation to be 3.0% and 21% of gross domestic product respectively.*

- **To ensure adherence to this framework the undertaking is made to ensure that identified deficits will be addressed within 5 years of their appearance, economic conditions permitting, and that measures to counter identified structural deficits are agreed within two years of their identification.**
- **To provide credibility to this framework, and a degree of objectivity to the likely path of States finances, each year the Policy Council will publish a report to the States, separate to Treasury and Resources annual budgetary process, to provide an objective analysis on the conduct of fiscal policy.**

#### **Appendix 5: Primary and secondary benefits**

The primary benefit to Guernsey of a business activity is judged on:

- The magnitude of its profits that are:
  - Retained and re-invested in the business; and/or
  - Distributed to resident owners and therefore subject to tax; and/or
  - Subject to a tax rate above zero.
- Its consumption of local goods and services, including the remuneration of staff and the tax paid on that remuneration.

Whilst the level of primary financial benefit generated by a business is a key element in assessing a businesses' value to the island, the island also needs to sustain a diverse range of business and other activities. Businesses may therefore provide secondary benefits such as:

- widening the economic base of the island and/or contributing to a cluster effect where activities lack critical mass;
- adding to the diversity of job opportunities on the island including for those who might tend to be excluded from the workforce (including those with family commitments or disability);

- supporting other essential business activities (eg the visitor economy support island air and sea links, hostelry and retail facilities that benefit the community as a whole);
- acting as a gate for funds to be invested through other local institutions (eg captive insurance activities);
- enhancing the island's reputation, status or 'brand'.
- providing a positive environmental benefits
- reducing monopoly or market dominance and/or extends competition; has a positive impact on the diversity and character of ~the island;
- extending provision of cultural or leisure activities where there is an under provision;
- reflecting and/or enhances the heritage, uniqueness or constitutional status of the Island;
- acting as a good 'corporate citizen' with an active involvement in local charity and community activities.

#### **Appendix 6: Strategic Land Use Planning Group Retained Action Points**

*(carried over from first strategic economic plan, numbering remains as per the original plan)*

<b>Action Point 6</b>	The SLPG will oversee an initiative to identify a range of options and scenarios for the future of Guernsey's Eastern Seaboard including the opportunities it presents for stimulating economic growth.
<b>Action Point 7</b>	The SLPG should oversee a review of the current supply and demand for modern office accommodation with the intention of including proposals for additional provision to be made in the UAP if necessary.
<b>Action Point 8</b>	The SLPG should oversee the process for identifying and providing additional land for open storage areas and small workshops by early amendment of the Development Plans.
<b>Action Point 9</b>	The Detailed Development Plans will make provision for the designation of Strategic Industrial Reserves to meet long term requirements for land for industry which will be released through a similar mechanism as that for Housing Target Areas through a minor Planning Inquiry.

<b>Action Point 10</b>	The Detailed Development Plans will make provision for a comprehensive range of accommodation to meet the needs of manufacturing and service employers. To ensure that the availability of premises for Non-Finance Exports sector activities is not hindered by policies based on outdated definitions of light industry, the SLPG should be asked to oversee a review of these definitions and polices.
<b>Action Point 12</b>	The SLPG should consider the possible benefits of allowing, in the Detailed Development Plans, greater flexibility for the re/development of high quality visitor accommodation and for more diversification into associated areas, such as managed residential accommodation, conditional on a major investment in facilities that benefit the community
<b>Action Point 15</b>	The SLPG should consider bringing forward the necessary amendments to land use planning policies to provide for a degree of physical separation between dwellings and farm buildings so that when a farmer leaves the sector and sells up he can separate his business from his home without adjacent farm buildings being lost to production.

States Strategic Plan:  
Social Policy Plan

*Strengthening Our Community*

## **Table of Contents**

- 1. Executive Summary**
- 2. Introduction**
  - 2.1 Introduction and purpose of the plan
  - 2.2 Core values underpinning social policy
  - 2.3 Current issues and challenges to be tackled
  - 2.4 How the plan has been developed
- 3. Social policy work already in progress**
  - 3.1 GBP and cross-departmental initiatives: progress update
- 4. Moving forward**
  - 4.1 Political priorities and areas of concern
  - 4.2 Workshops on social policy
- 5. Social policy core values and strategic objectives for the next 25 years**
  - 5.1 Core values and strategic objectives
- 6. Prioritisation and objectives for the next five years 2009-2013**
  - 6.1 Projects/actions put forward for prioritisation
  - 6.2 How projects have been prioritised
  - 6.3 Priorities for 2009-2013
  - 6.4 Comparison to States Members' views expressed at the November 2008 workshop
  - 6.5 Project details and rationale behind their prioritisation
- 7. Island resource implications**
  - 7.1 Population
  - 7.2 Land use
  - 7.3 Energy
  - 7.4 Waste, water and stone
- 8. States resource prioritisation**
  - 8.1 Implications for financial planning
  - 8.2 Implications for human resource planning
  - 8.3 Implications for IT planning
  - 8.4 Implications for performance monitoring
- 9. Conclusion**
  - 9.1 Conclusion

## **Appendices**

- Appendix 1: Members of the Social Policy Group
- Appendix 2: Brief project analysis
- Appendix 3: Acronyms

## 1. Executive summary

The purpose of this Social Policy Plan is to set out the States of Guernsey's vision and priorities for social policy related initiatives in the Island from 2009 until approximately 2013.

The Social Policy Group (SPG) recommends the States adopts the following core values and strategic objectives with respect to social policy: -

Guernsey wishes to:-

- Foster an inclusive and caring society which supports communities, families and individuals
- Assist people to help themselves and become independent where possible, by encouraging personal responsibility
- Promote active and engaged citizenship
- Promote, and remove barriers to, social inclusion and social justice
- Meet welfare needs and reduce poverty
- Improve housing availability, quality and affordability
- Maintain a healthy society and safeguard vulnerable people
- Maintain the Bailiwick as a safe and secure place to live
- Promote equality of educational opportunity
- Encourage all who need, or are able, to work to find employment

This plan recommends a list of high priority projects, a list of medium priority projects, a list of low priority projects and a list of projects for research only for social policy in Guernsey for the next five years (2009-2013 inclusive) (listed overleaf). Three of the projects are considered by the Social Policy Group to be so fundamental that they have been given a status of essential/very high priority. Details of each project, their lead departments and the rationale behind the prioritisation process can be found in section 6.5 of this document.

If the States of Guernsey agrees to pursue the high (including essential and very high) and medium priority projects, plus carry out research into the "research only" projects during the period 2009-2013 it is estimated that the following approximate revenue amounts will be needed for Social Policy. **(This excludes any amount to be spent on reviewing the benefits system or introducing tax credits, which is difficult to estimate at the present time)**. The plan focuses on revenue prioritisation, not capital prioritisation as the latter is the subject of a separate States Report from the Treasury and Resources Department.

Amount required (at 2009 prices)	2010	2011	2012	2013
Revenue only projects	£2.7m	£3.25m	£5.55m	£5.55-5.75m
Additional HSSD Site Development Plan (revenue costs)	Rising to £1.035m per year			

(Excluding any amount to be spent on reviewing the benefits system or tax credits)

The States of Guernsey will be asked to approve the core values and strategic objectives for social policy and the work to be carried out in 2009-2013, as prioritised below:-

<p><b><u>1/2= Essential</u></b></p> <ul style="list-style-type: none"> <li>• <i>Independent safeguarding initiative</i></li> <li>• <i>Children and young people's plan and comply with legislation</i></li> </ul>	<p><b><u>5= Medium Priority</u></b></p> <ul style="list-style-type: none"> <li>• <i>Supported accommodation/ accommodation for people with special needs</i></li> <li>• <i>Disability services (neuro-rehab and wheelchair services)</i></li> <li>• <i>Alderney social care</i></li> </ul>
<p><b><u>3= Very High Priority</u></b></p> <ul style="list-style-type: none"> <li>• Review of the benefits/contributions system to assist low income households (or tax credits)</li> </ul>	<p><b><u>6= Low Priority (no work until 2014)</u></b></p> <ul style="list-style-type: none"> <li>• Improve community recreational facilities</li> <li>• Full review of voluntary sector role in social inclusion</li> <li>• Civil partnerships</li> </ul>
<p><b><u>4= High Priority</u></b></p> <ul style="list-style-type: none"> <li>• <i>New initiatives and training aimed at assisting people into employment/upskilling</i></li> <li>• <i>Domestic abuse strategy</i></li> <li>• <i>Drug &amp; alcohol strategy</i></li> <li>• <i>Health screening &amp; preventative measures</i></li> <li>• <i>Criminal justice strategy</i></li> <li>• <i>Mental health</i></li> </ul> <p><i>Integrated care and support for older people<sup>+</sup></i></p> <ul style="list-style-type: none"> <li>• <i>Pre-school education<sup>+</sup></i></li> </ul>	<p><b><u>Research Only (until 2014)</u></b></p> <ul style="list-style-type: none"> <li>• <sup>1</sup><i>CEDAW (UN Convention)</i></li> <li>• <i>Childcare</i></li> <li>• <sup>2</sup><i>NEET strategy</i></li> <li>• <i>Disability strategy/UN Convention/ <sup>3</sup>DD legislation research</i></li> <li>• <i>Review causes/responses long-term sickness</i></li> </ul>

<b><u>Already has funding allocated</u></b>	<b><u>Related to capital spending</u></b>
<ul style="list-style-type: none"> <li>• *Ensure long-term sustainability of social insurance fund</li> <li>• **Social housing development programme</li> <li>• Private rental sector accommodation</li> <li>• **First time buyer initiatives</li> <li>• Criminal injuries compensation scheme</li> </ul> <p><b>*NB dependent on the outcome of SSD's consultation and report</b>  <b>**Assumes housing receives full value of rents (including rebates)</b></p>	<ul style="list-style-type: none"> <li>• HSSD Site Development Plan</li> <li>• Education Development Programme Phase 1</li> </ul>

1 The UN Convention on the Elimination of All Forms of Discrimination Against Women

2 Not in Employment, Education or Training, 3 Disability Discrimination

NB Not in priority order within the different priority groups

The items given in italics are included in the top line of the costs table on the previous page. Items marked "+" have costs included from 2012 only. Costs for the research only projects are included for the research stage only. Implementation may require further resources post 2013.

## **2. Introduction**

### **2.1 Introduction and purpose of the plan**

The purpose of this Social Policy Plan is to set out the States of Guernsey's vision and priorities for social policy related initiatives in the Island for the next five years, i.e. from 2009 until approximately 2013, inclusive. The plan is part of the next step in Guernsey's business/ States strategic planning process and is intended to slim down the action plans, under Guernsey's 15 Government Business Plan priorities into specific and achievable objectives.

Social policy forms a significant part of the work of seven States Departments and the Policy Council's Policy and Research Unit. It is also the largest area of States expenditure.

It has been said that social policy can be considered a somewhat vague and fuzzy concept. What is it about? Social policy is concerned with the conditions under which people live and how they are affected by these conditions. Social policies tend to focus on human welfare and are directed towards meeting needs in health, housing, income maintenance, education and social security. They are concerned with the delivery of services in the aforementioned areas and addressing the needs and issues of service users (for example, poverty, old age, disability and family policy). Social policies have increasingly been concerned with redistribution of wealth among the community. The focus has been on the means by which welfare is promoted and on the social and

economic conditions which affect the development and provision of welfare. As such, social policies have increasingly been focused on issues of social inclusion, social cohesion and social justice.

In essence social policy is at the core of what government is about. It includes health and social services, education, social welfare and housing, keeping Guernsey a safe place to live and some employment issues. These are issues that are often of great concern to Islanders. Indeed, everyone has a responsibility to contribute to the wellbeing of our community.

The plan includes a brief update on social policy initiatives that are currently underway, with signposts to further reading on these topic areas. The next section discusses the political priorities and areas of social policy concern that have been expressed by current States Members, either through their manifestos or from a States Members workshop, which was dedicated to discussing social policy issues. This workshop has helped the Social Policy Group to develop some strategic social policy objectives and core values for social policy for the next 25 years. A number of different areas of work will contribute to meeting these core values. For each area of work it is possible to look at what is already happening and what the States of Guernsey would like to achieve in the long term. However, it is also important to set short-term priorities for the next four to five years so that everyone has realistic expectations about what can be achieved during this States term.

The Social Policy Group has, to the best of its ability, looked at the projects that each social policy department would like to bring forward, plus any additional projects suggested by other States Members. These projects focus on new/additional service development and cross departmental projects rather than just continuing what is already in place or ongoing within departments. Most of the projects have some additional resource implications.

The Plan focuses on the initiatives that the States of Guernsey will focus on for the next five years (2009-2013 inclusive). The Social Policy Group would also like to highlight the valuable contribution that many Third Sector (e.g. voluntary and charitable) organisations make to social policy in Guernsey and looks forward to continuing to work with such organisations on initiatives such as: the Drug and Alcohol Strategy; the Domestic Abuse Strategy; and, if the necessary resources are made available to the Group, a Disability Strategy.

The Group has looked at:-

- 1) What can realistically be achieved using current staff resources (or additional staff resources if it is considered that it might be affordable or appropriate) over the next five years.
- 2) Best estimates of the potential cost implications of progressing each project (set out in small, medium and high costs bands).
- 3) The implications of not progressing or delaying each of the projects.

From undertaking this analysis and taking into consideration the views expressed by all States Members, the Social Policy Group is putting forward a list of high priority projects, a list of medium priority projects, a list of low priority projects and a list of projects for research only for the next five years (2009-2013). Three of the projects are considered by the Social Policy Group to be so fundamental that they have been given a status of essential/very high priority.

This Social Policy Plan is not yet perfect by any means. But it is the first step towards developing a social policy framework for Guernsey against which the progress made over the next five years can be measured. It is currently expected that the plan will be developed on a five year rolling cycle with minor revisions and alterations each year, after further consultation. It is likely that a greater revision will take place during the first full year of each new States term.

The Group would hope that a number of the high and medium priority projects can be achieved or significantly progressed over the next five years, but this will depend on whether or not sufficient financial resources can be allocated to these projects in the current financial climate. To date, many of the resource implications of the projects contained in this plan have not been taken into consideration in the financial planning process. The recommendations in this plan will also need to be considered alongside recommendations in other policy areas. Undoubtedly, this States will be faced with some difficult decisions.

## **2.2 Core values underpinning social policy**

The States of Guernsey already has a myriad of overarching statements with respect to social policy. These have been simplified into a set of core aims and values or strategic objectives, which social policy initiatives in Guernsey are aiming to achieve in the long-term. The key principles are ones of social inclusion, community participation and empowerment to strengthen our community and enhance the lives of all its members. They will be set out and discussed in further detail later in the plan.

## **2.3 Current issues and challenges to be tackled**

The key challenge for this Social Policy Plan is to narrow down all the initiatives currently detailed in Guernsey's Government Business Plan into a set of objectives that are specific and achievable within the time period to 2013. The Island is facing a time when financial resources are relatively scarce compared to what it has been used to in the past. Indeed one of the priorities in the Government Business Plan has been to "*Contain public expenditure and maintain economic growth.*" It may not be possible to do everything that States Members want to do or that members of the Public expect. Prioritisation is therefore vital.

There are some key issues affecting the Island with respect to social policy: -

a) Maintaining a strong economy and prudent public spending

First and foremost, whether the Island is able to meet many of its social policy objectives will depend on the availability of financial resources to finance new social policy initiatives. Without a strong economy, building confidence in the Island's industries and maintaining Guernsey as an attractive place for entrepreneurs and other Islanders alike, the income to the States of Guernsey will not be sufficient to maintain quality core services and develop new initiatives. Maintaining the economy and identifying where efficiency savings can be made should generate more resources for social policy. Similarly, initiatives aimed at diversifying the economy, helping more people into the workforce and/or assisting them to improve their skills are likely to have positive outcomes. Since the Social Policy Group started work on this plan, the global economic position has changed, making these initiatives even more important.

b) Planning for an ageing population

Like many other western administrations, the Bailiwick is facing the prospect of an ageing population, with progressively fewer people likely to be of working age (currently 16-65), compared to those in full time education or in retirement. This could potentially affect the availability of labour in the Island, the demand for health and social care services and put pressure on the social insurance and long term care funds. Planning to mitigate these outcomes is therefore important. However, it is also important to appreciate the valuable contribution that older people make to society.

c) Meeting the social needs of all Islanders, but especially those on lower incomes and vulnerable people

Although Guernsey is perceived to be a prosperous and wealthy community, not everyone has the chance to share in the opportunities that this wealth brings. The 2000/01 Survey of Guernsey Living Standards found that 16% of the population at the time were poor relative to the rest of the community, and were deprived of many of the items and life activities that the majority of the Islanders take for granted. Poor households predominantly comprise single pensioners, single parents and large families with children. Social policy initiatives need to strengthen all aspects of our community, and in particular support those people who would otherwise not have the opportunity to realise their full potential.

d) Establishing an inclusive society in Guernsey

Guernsey should establish social policy initiatives that enable all Islanders to fully participate in normal social activities or engage in political and civic life. In Guernsey there are sectors of the community who consider themselves to be excluded from some aspects of island life. This may be because of people themselves, or the areas where they live, experiencing poor housing, poor employment records, low incomes and so on. In particular, social policy initiatives should address how individuals and their families can help themselves to be involved in all aspects of Guernsey life.

e) Taking a corporate approach

Whilst the changes implemented in 2004 in response to the Review of the Machinery of Government have streamlined many areas of work within the States of Guernsey, social policy is a huge area that is affected by the work of eight of the eleven different States departments (including the Policy Council, although this is not strictly a “Department”). In many cases the same customers will be accessing services from several different States departments to assist them with one aspect of their lives (someone seeking medical assistance, advice and re-training to move off invalidity benefit and into employment would be one example). Ensuring that States departments work together and in a joined up way is vital.

## **2.4 How the plan has been developed**

This Social Policy Plan has been developed through the Social Policy Group (SPG) in conjunction with the departments represented on that group (**Appendix 1**). Discussions have also taken place with the Government Business Plan Team and a workshop has been held to enable all States Members to contribute to the plan.

First, each Minister or Deputy Minister represented on SPG was asked to provide an update on their areas of responsibility under the Government Business Plan and to give their new department’s priorities. These were then discussed collectively by SPG and an update presented at a seminar for all States Members. Following the seminar, where the views of all States Members were taken into consideration, SPG revisited the list of priorities with the aim of narrowing down the list of objectives to those that might be achievable during the period to 2013. These objectives are presented in this Social Policy Plan, together with some initial comments on resource requirements.

Future discussions will also need to take place with the policy groups responsible for resources (e.g. the Population Policy Group, the Energy Policy Group and the Strategic Land Planning Group) and with the Treasury and Resources Department to refine the plan again in 2010. Ultimately the States of Deliberation will decide whether to endorse and implement the plan over the remainder of this States term.

## **3. Social policy work already in progress**

### **3.1 GBP and cross-departmental initiatives: progress update**

There are several social policy initiatives and strategies already under way. A large number are included in the Government Business Plan – GBP (Billet d’Etat XVIII 2007), which was approved by the States of Guernsey in July and September 2007. An update on all the initiatives in the business plan was provided in the February 2009 GBP update report.

Four of the former GBP priorities are particularly significant to social policy:-

- Priority 4: Redistribute wealth wisely within the community
- Priority 7: Take firm action against crime and the causes and effects of crime
- Priority 8: Provide best value healthcare for the community
- Priority 9: Maximise the return on investment in education provision

A number of corporate or cross-departmental projects are being progressed, including:-

- The Drug and Alcohol Strategy (Billet d'Etat XVIII, 2006) (a report to the States is anticipated in 2009)
- The Corporate Housing Programme (CHP) (the latest report to the States can be found in Billet d'Etat, XVIII, 2008)
- The Corporate Anti-Poverty Programme (Billet d'Etat XIV, 2007), including childcare research and a review of benefits
- A Domestic Abuse Strategy is being prepared (a report to the States is anticipated in 2009)
- A Children and Young People's Plan is being developed (a report to the States is anticipated in 2009)
- Work has also commenced on an Integrated Care and Support Strategy for Older People (a report to the States is anticipated in 2009)
- The Home Department is leading in the development of a Criminal Justice Strategy (a report to the States is anticipated in 2009 or 2010)
- The Health and Social Services Department has prepared an obesity strategy (a report to the States is anticipated in 2009)
- Research into the legislation required to enable Guernsey to sign up to the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (this was prioritised under priority 14 of the Government Business Plan and a report to the States is expected in 2010)

Once a corporate programme or strategy has been developed it will continue to sit within the Social Policy Plan and act as the main mechanism for coordination in its respective area. Key new projects with new revenue implications will be listed individually in the Social Policy Plan.

#### **4. Moving forward**

##### **4.1 Political priorities and areas of concern**

Social policy issues featured strongly in the manifestos of States Members in the April 2008 elections, with a particular desire expressed to: -

- Help members of the community who were less well off, albeit that a culture of enabling people to help themselves should be encouraged where possible
- Several manifestos commented on financial support, services, sheltered housing and carers for the elderly
- Childcare and nursery education were also mentioned by many candidates

Other social issues highlighted included: -

- Opportunities for efficiency savings
- Higher education funding (which was debated by the new States in September 2008)
- Social Security contributions (including the idea of introducing personal allowances)
- Help for disabled people and people with special needs
- Housing issues
- Initiatives to encourage pensioners to work
- Drugs and alcohol
- The contribution of, and support for, the voluntary sector
- Activities for young people

#### **4.2 Workshops on social policy**

A seminar to give all States Members the opportunity to contribute to the development of the Social Policy Plan was held on 3 November 2008. States members discussed what the core underlying values or principles for social policy in the Bailiwick should be.

Members also discussed what social policy projects should be taken forward over the next five years. The “projects” list was based on an initial catalogue put together by the Social Policy Group, plus States Members were given the opportunity to put forward any projects which they thought were missing. States Members were then asked to prioritise these projects.

States members were also given a further opportunity to comment on a draft of the plan on 23 April 2009.

## 5. Social policy core values and strategic objectives for the next 25 years

### 5.1 Core values and strategic objectives

During discussions on the Social Policy Plan, one of the concerns that have been highlighted is the large number of different layers and States strategies that are currently in place and confusion about how these all fit together.

The Social Policy Plan includes:-

- 1) A number of core values or strategic objectives that Guernsey would like to achieve in the long-term with respect to Social Policy, many of which can be linked back to the July 2007 Government Business Plan.
- 2) Specific projects that the States of Guernsey would like to achieve over the next five years towards meeting the objectives/values identified.
- 3) These have been divided up into a number of specific areas of work.

The core values or strategic objectives with respect to Social Policy are:-

Guernsey wishes to:-

- Foster an inclusive and caring society which supports communities, families and individuals
- Assist people to help themselves and become independent where possible, by encouraging personal responsibility
- Promote active and engaged citizenship
- Promote, and remove barriers to, social inclusion and social justice
- Meet welfare needs and reduce poverty
- Improve housing availability, quality and affordability
- Maintain a healthy society and safeguard vulnerable people
- Maintain the Bailiwick as a safe and secure place to live
- Promote equality of educational opportunity
- Encourage all who need, or are able, to work to find employment

Further details are given hereafter. The core values highlighted in grey are overarching and are aimed at achieving social inclusion, community participation and empowerment. The other, additional core values relate back to the objectives set in the July 2007 Government Business Plan.

Social Policy: Overarching Core Values	
Foster an inclusive and caring society which supports communities, families and individuals	<ol style="list-style-type: none"> <li>1. Provide an environment which encourages a fair, inclusive, non-discriminatory, safe, caring and viable community which allows talent and hard work to be rewarded</li> <li>2. Enhance people's ability to realise their potential and increase their personal and social wellbeing</li> <li>3. Provide/facilitate opportunities for independence and improved self esteem</li> <li>4. Promote a culture of active and engaged citizenship, in which self-development, participation in community and civil life and caring for disadvantaged neighbours are key features</li> <li>5. Promote social inclusion and the design of policies that limit the damaging effects on the life chances of those who could be said to be socially excluded</li> </ol>
Assist people to help themselves and become independent where possible, by encouraging personal responsibility	
Promote active and engaged citizenship	
Promote, and remove barriers to, social inclusion and social justice	
Additional Core Values	
Meet welfare needs and reduce poverty	<ol style="list-style-type: none"> <li>6. Focus on human welfare issues that are directed towards meeting recognised needs in health, housing, income maintenance and education and provide access to quality services in these areas</li> <li>7. Aim for Islanders to live their lives free from poverty</li> </ol>
Improve housing availability, quality and affordability	<ol style="list-style-type: none"> <li>8. To ensure that all persons legally resident in Guernsey have access to housing accommodation to meet their reasonable needs</li> </ol>

Maintain a healthy society and safeguard vulnerable people	9. Pursue a strategy for health and social services which promotes the attainment and maintenance of optimum health for each individual and which supports and safeguards vulnerable members of the community
Maintain the Bailiwick as a safe and secure place to live	10. Promote and support policies which aim to reduce crime and disorder and keep the Bailiwick a safe and secure place to live
Promote equality of educational opportunity	11. Evolve policies for education, training and lifelong learning which promote equality of educational opportunity
Encourage all who need, or are able, to work to find employment	12. Provide support, careers guidance and training to those who need it most to find and retain suitable, sustainable employment when they cannot do so unaided

The additional core values can be divided into a number of recognised areas of work. These areas of work are summarised in the table below:-

Additional Core Values		Areas of Work
Meet welfare needs and reduce poverty	6. Focus on human welfare issues that are directed towards meeting recognised needs in health, housing, income maintenance and education and provide access to quality services in these areas	Meet welfare needs and reduce poverty
	7. Aim for Islanders to live their lives free from poverty	
Improve housing availability, quality and affordability	8. To ensure that all persons legally resident in Guernsey have access to housing accommodation to meet their reasonable needs	Improve housing availability, quality and affordability

Maintain a healthy society and safeguard vulnerable people	9. Pursue a strategy for health and social services which promotes the attainment and maintenance of optimum health for each individual and which supports and safeguards vulnerable members of the community	Provide health and social care services
		Support families and vulnerable people
Maintain the Bailiwick as a safe and secure place to live	10. Promote and support policies which aim to reduce crime and disorder and keep the Bailiwick a safe and secure place to live	Eliminate discrimination
		Reduce crime and enhance community safety and responsibility
Promote equality of educational opportunity	11. Evolve policies for education, training and lifelong learning which promote equality of educational opportunity	Provide education and training
Encourage all who need, or are able, to work to find employment	12. Provide support, careers guidance and training to those who need it most to find and retain suitable, sustainable employment when they cannot do so unaided	Encourage employment and lifelong learning

## 6. Prioritisation and objectives for the next five years 2009-2013

### 6.1 Projects/actions put forward for prioritisation

The specific projects/objectives that the States of Guernsey would like to achieve over the next five years towards meeting the objectives/values identified are the subject of this section.

The list of projects originally proposed by SPG and added to by States Members at the social policy workshop is given below. Details of each potential project can be found in section 6.5. At the workshop each individual States Member was asked to pick out their top 10 projects and each table (seven tables) selected their top 5. The aim at that stage was not to undertake a detailed cost:benefit analysis of each project but to get a gut feeling of where States Members' priorities lay. Those projects highlighted in grey were the five highest priority projects when each of the seven tables was given five votes.

Project	Individual Votes	Table Votes
New initiatives and training aimed at assisting people into employment/up-skilling including increase vocational training/adult literacy	36	6
Improve mental health services including primary psychological care and gambling addiction	27	7
Review/overhaul the benefits/contributions system for providing financial assistance for low income households	24	5
Review of disincentives to maximising the workforce	21	0
Develop and progress an integrated care and support strategy for older people	19	5
Progress Education Development Programme Phase 1 (EDP1)	18	4
Childcare and pre-school education	18	2
Review causes and responses to long term sickness	17	1
Introduce new screening and preventative health measures including colorectal screening, and the obesity strategy	15	2
Private rented sector accommodation	14	0.5
Domestic Abuse Strategy	12	1
Review of Law Enforcement and introduction of Community Policing model	12	0.5
Ensure the long-term sustainability of the social insurance fund	12	0
Drug and Alcohol Strategy	12	0
Greater self sufficiency for local food production	12	0
Progress the Social Housing Development Plan	10	1
Supported accommodation / accommodation for people with special needs	9	0

Put in place an infrastructure to comply with the new Children and Young People's Legislation and develop and progress a Children and Young People's Plan	9	0
CEDAW	7	0
UN Convention on the Rights of Disabled Persons and services for disabled people	7	0
Setting up and implementing the independent safeguarding initiative to protect children and vulnerable adults	7	0
Improve community recreational facilities	7	0
Review of voluntary sector role in promoting social inclusion	7	0
First time buyer initiatives	5	0
Develop neuro-rehabilitation programmes	4	0
Gender recognition/civil partnerships	4	0
Criminal injuries compensation scheme	3	0
Alderney social care services	1	0

A number of additional projects were suggested at the workshop:-

- Review of disincentives to maximising the workforce
- Increase vocational training/adult literacy – [will be added to new initiatives and training aimed at assisting people into employment/up-skilling]
- Improve community recreational facilities
- Review of voluntary sector role in promoting social inclusion
- Greater self sufficiency for local food production
- Review causes and responses to long term sickness
- In addition in January SPG members decided to add a 29<sup>th</sup> project - developing a NEET strategy (to assist young people not in education, training or employment and to prevent others from being in this situation)

SPG members have decided that: -

- Disincentives to maximising the workforce should be reviewed through the workforce development programme, as part of the fiscal and economic plan, although the project on the benefits review should include removing disincentives to working in the tax/benefit system
- Reviewing the causes and responses to long-term sickness, improve community recreational facilities, review of voluntary sector role in promoting social inclusion and the NEET strategy should all be projects in their own right, but research projects only during this States term

- Greater self sufficiency for local food production, from an agricultural and fisheries perspective, already lies within the Commerce and Employment Department's business plan and fits more appropriately within that Department's operational plan than within the Social Policy Plan
- The project on the UN Convention on the Rights of Disabled Persons should also look at a strategy and services for disabled people, and that neuro-rehabilitation programmes could be part of these services.
- At one point the Policy Council had also intended to investigate (alongside civil partnerships, although the two issues are separate) whether any legislation was needed with respect to gender recognition. From the Law Officers' advice it is believed this is not as crucial at the current time as was originally thought. Therefore the work stream has been revised to just "civil partnerships", for which there is an existing States resolution.

This would result in the list of projects given overleaf:-

Possible Projects 2009-13 [NB not in any order of priority]	Areas of Work
Review/overhaul the benefits/contributions system for providing financial assistance for low income households, including removing disincentives to working in the tax/benefit system	Meet welfare needs and reduce poverty
Ensure the long-term sustainability of the social insurance fund	
Progress the Social Housing Development Plan	Improve housing availability, quality and affordability
Supported accommodation/accommodation for people with special needs	
First time buyer initiatives	
Private rented sector accommodation	Provide health and social care services
Improve mental health services (Part 1 = services, NB there are also revenue implications tied to HSSD's Site Development Plan)	
Introduce new screening and preventative health measures - colorectal screening and the obesity strategy	Support families and vulnerable people
Alderney social care services	
Reviewing the causes and responses to long-term sickness	
Develop and progress an integrated care and support strategy for older people	
Improve community recreational facilities	
Review of voluntary sector role in promoting social inclusion	
NEET (Young people not in education, training or employment) strategy	

Put in place an infrastructure to comply with the new Children & Young People's Legislation & develop & progress a Children & Young People's Plan	
Domestic Abuse Strategy	
Drug and Alcohol Strategy	
UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)	Eliminate discrimination
Civil partnerships	
UN Convention on the Rights of Disabled Persons and a strategy and services for disabled people (including neuro-rehabilitation and a wheelchair service)	
Setting up and implementing the independent safeguarding initiative to protect children and vulnerable adults	Reduce crime and enhance community safety and responsibility
Criminal Justice Strategy including Review of Law Enforcement and introduction of Community Policing model	
Criminal injuries compensation scheme	
Progress Education Development Programme Phase 1 (EDP1)	Provide education and training
Pre-school education	Encourage employment and lifelong learning
Childcare	
New initiatives and training aimed at assisting people into employment/up-skilling	

Since the Social Policy Workshop, the Social Policy Group has looked at each of these projects in greater detail to prioritise them. The next section sets out the criteria used by SPG in the prioritisation process.

## **6.2 How projects have been prioritised**

In developing the Social Policy Plan's objectives to the period 2013, a number of factors have been taken into account: -

- What new initiatives/projects do the Members of the current States of Deliberation and States Departments wish to see taken forward during this States term?
- Are the initiatives cross-departmental projects or new large projects that require significant new revenue or capital spending?
- What are the consequences of not progressing, or of delaying, these initiatives?
- Will the projects generate efficiency savings or release funding for other projects?
- How does each initiative tie in with the priorities set out in the Government Business Plan and the core social policy values?
- For practical or financial reasons, does one project have to be completed before another can commence?
- What is likely to be realistically achievable over the next five years?
- Best estimates of the potential cost implications of progressing each project.
- SPG members also used the following criteria to help them to prioritise the projects: -
  - Projects that the States cannot afford not to do
  - Projects that will result in other short term costs if not done
  - Projects that will result in long term costs if not done
  - Projects with revenue costs tied to capital spending
  - Projects that should result in the greatest good for the greatest need
  - Projects that should result in the greatest good for the greatest number (this last criteria was given less emphasis than the others)

## **6.3 Priorities for 2009-2013**

The Social Policy Group is recommending that the priorities for social policy projects given on the next page be adopted by the States for the period 2009-2013. Further

details of each project, their lead departments and the rationale behind the prioritisation process can be found in section 6.5 of this document.

In arriving at these priorities the Group considered: 1) staff recommendations; 2) the information given by departments in relation to the criteria given in section 6.2 (see also Appendix 2; and 3) the potential costs of each project. The costs give **best estimate** only of **revenue** costs at the present time for the period 2010-2013 (assuming all projects are carried out). **These are very crude estimates at this stage at 2009 prices.** This analysis resulted in a priority matrix from which the list given overleaf was drawn. The next three pages detail: 1) the proposed priorities; 2) the potential costs of each project; and 3) the priority matrix.

<p><b><u>1/2= Essential</u></b></p> <ul style="list-style-type: none"> <li>• <i>Independent safeguarding initiative</i></li> <li>• <i>Children and young people's plan and comply with legislation</i></li> </ul>	<p><b><u>5= Medium Priority</u></b></p> <ul style="list-style-type: none"> <li>• <i>Supported accommodation/ accommodation for people with special needs</i></li> <li>• <i>Disability services (neuro-rehab and wheelchair services)</i></li> <li>• <i>Alderney social care</i></li> </ul>
<p><b><u>3= Very High Priority</u></b></p> <ul style="list-style-type: none"> <li>• <i>Review of the benefits/contributions system to assist low income households (or tax credits)</i></li> </ul>	<p><b><u>6= Low Priority (no work until 2014)</u></b></p> <ul style="list-style-type: none"> <li>• <i>Improve community recreational facilities</i></li> <li>• <i>Full review of voluntary sector role in social inclusion</i></li> <li>• <i>Civil partnerships</i></li> </ul>
<p><b><u>4= High Priority</u></b></p> <ul style="list-style-type: none"> <li>• <i>New initiatives and training aimed at assisting people into employment/upskilling</i></li> <li>• <i>Domestic abuse strategy</i></li> <li>• <i>Drug &amp; alcohol strategy</i></li> <li>• <i>Health screening &amp; preventative measures</i></li> <li>• <i>Criminal justice strategy</i></li> <li>• <i>Mental health</i></li> </ul> <p><i>Integrated care and support for older people<sup>+</sup></i></p> <ul style="list-style-type: none"> <li>• <i>Pre-school education<sup>+</sup></i></li> </ul>	<p><b><u>Research Only (until 2014)</u></b></p> <ul style="list-style-type: none"> <li>• <i><sup>1</sup>CEDAW (UN Convention)</i></li> <li>• <i>Childcare</i></li> <li>• <i><sup>2</sup>NEET strategy</i></li> <li>• <i>Disability strategy/UN Convention/<sup>3</sup>DD legislation research</i></li> <li>• <i>Review causes/responses long-term sickness</i></li> </ul>

<b><u>Already has funding allocated</u></b>	<b><u>Related to capital spending</u></b>
<ul style="list-style-type: none"> <li>• *Ensure long-term sustainability of social insurance fund</li> <li>• **Social housing development programme</li> <li>• Private rental sector accommodation</li> <li>• **First time buyer initiatives</li> <li>• Criminal injuries compensation scheme</li> </ul> <p><b>*NB dependent on the outcome of SSD's consultation and report</b>  <b>**Assumes housing receives full value of rents (including rebates)</b></p>	<ul style="list-style-type: none"> <li>• HSSD Site Development Plan</li> <li>• Education Development Programme Phase 1</li> </ul>

1 The UN Convention on the Elimination of All Forms of Discrimination Against Women, 2 Not in Employment, Education or Training, 3 Disability Discrimination

NB Not in priority order within the different priority groups

The items given in italics are included in the top line of the costs table on the previous page. Items marked "+" have costs included from 2012 only. Costs for the research only projects are included for the research stage only. Implementation may require further resources post-2013.

Project and costs (2009 prices)	2010	2011	2012	2013
Review/overhaul the benefits/contributions system for providing financial assistance for low income households, including removing disincentives to working in the tax/benefit system	150k	-(Assuming MIS /SGLS completed in 2010)	Potentially £2m-£10m	Potentially £2m-£10m
Ensure the long-term sustainability of the social insurance fund	Assume no significant funding increase from general revenue			
Progress the Social Housing Development Plan	Assume CHP fund gets full value of rent rebates and no further funding is required			
Supported accommodation / accommodation for people with special needs	- (Strategy being developed)	Estimate £100k per year	£100k	£100k
First time buyer initiatives	Assume CHP fund gets full value of rent rebates and no further funding is required			
Private rented sector accommodation	Assume CHP fund gets full value of rent rebates and no further funding is required			
Improve mental health services (excluding revenue costs tied to HSSD's site development plan)	Approx £353k	£353k	£353k	£353k
Introduce new screening and preventative health measures including colorectal screening and the obesity strategy	Approx £580k	£580k	£580k	£580k
Alderney social care services	£58k	£58k	£58k	£58k
Review the causes and responses to long term sickness	- Research only	-	-	-

Develop & progress an integrated care & support strategy for older people	Potentially £200k per year		Approaching £750k per year	
Improve community recreational facilities	? Unknown- Low priority	?	?	?
Review of voluntary sector role in promoting social inclusion	- Low priority	-	-	-
NEET strategy	- Research only	-	-	-
Put in place an infrastructure to comply with the new Children & Young People's Legislation & develop & progress a Children & Young People's Plan	-	£100k-£500k (assume £500k)	£100k-£500k (assume £500k)	£100k-£500k (assume £500k)
Domestic Abuse Strategy	£305k	approx £325k	£325k	£325k
Drug and Alcohol Strategy (additional funding)	£100k	approx £115k	£115k	£115k
CEDAW (UN Convention)	-	-	? could be £1m-£2m or less Assume research only (RO)	? could be £1m-£2m or less RO
Civil partnerships	-Low priority	-	-	-
UN Convention on the Rights of Disabled Persons and services and strategy	£44k post for strategy £100k wheelchair service £353k neuro-rehab			

						Poss extra for disability strategy from 2013 onwards
Implementing the independent safeguarding initiative to protect children and vulnerable adults	£155k	£250k	£200k	£200k		£200k
Criminal Justice Strategy and review of Law Enforcement and introduction of Community Policing model	Possibly some initial costs within existing resources	£50k per year	- aiming to achieve most ongoing			
Criminal injuries compensation scheme	Annual funding agreed in November 2008	£17k per year	needed			
Progress Education Development Programme Phase 1 (EDP1)	Capital costs only					
Childcare and pre-school education	- (if childcare needs survey is completed in 2009)		Approx £100k one off and then min of £1.7m+ annually for pre-school ed. Childcare likely to be £2m plus per yr			
New initiatives and training aimed at assisting people into employment/up-skilling	£200k	£200k	£200k			£200k
Total (very approximate) <b>NB HSSD's site development plan is an additional £1.035m per year revenue costs NB 2009 prices</b> <b>(For 2012 the underlined figures are included/set out in the executive summary)</b>	£2.70m + HSSD site dev plan	£3.25m + HSSD site dev plan	? £5m benefits (separate) ? £3m childcare (post 2013) ? £1m CEDAW (post 2013) Above are not included in totals in			As for 2012 plus poss extra for disability strategy

				<p>the exec summary  <u>£0.75m</u> older          people  <u>£1.7m</u>+ pre-school          ed          + HSSD site dev plan  <u>£1.035m</u>  <u>£3.10m</u> other equals          All=£15.6m (v.rough          estimate)</p>	
--	--	--	--	--	--

Projects that the States cannot afford not to do	Short term costs if not done	Short term costs if not done	The greatest good for those in greatest need	Already underway and already being funded until 2012/13	Research Only
<p><b>1/2</b></p> <p>Independent safeguarding initiative</p> <p>↑</p> <p>Joint top priorities</p> <p>↓</p> <p><b>1/2</b></p> <p>Children and young people's plan &amp; comply with legislation</p>	<p><b>4a</b></p> <p>New initiatives and training aimed at assisting people into employment/ upskilling</p> <p><b>4a</b></p> <p>Domestic abuse strategy</p> <p><b>4a</b></p> <p>Health screening &amp; preventative measures</p> <p><b>4a</b></p> <p>Drug &amp; alcohol strategy</p> <p><b>4b</b></p> <p>Integrated care and support for older people</p> <p><b>4c</b></p> <p>Pre-school education</p>	<p><b>4a</b></p> <p>Mental health (part 1)</p> <p>Supported accommodation/ accommodation for people with special needs</p> <p><b>5</b></p> <p>Disability services (neuro-rehab and wheelchair services)</p> <p>Alderney social care</p> <p><b>3</b></p> <p>Review of the benefits/contributions system to assist low income households</p>	<p>* Ensure long-term sustainability of social insurance fund</p> <p>Social housing development Programme</p> <p>Private rental sector accommodation</p> <p>First time buyer initiatives</p> <p>Criminal injuries compensation scheme</p> <p><u>Tied to capital spend</u></p> <p>Mental health (HSSD Site Dev Plan)</p> <p><u>Capital only projects</u></p> <p>EDP1</p>	<p>CEDAW (UN Convention)</p> <p>Childcare</p> <p>NEET strategy</p> <p>Disability strategy/ UN Convention research</p> <p>Review causes/ responses long-term sickness</p> <p><u>Low priority</u></p> <p>Improve community recreational facilities</p> <p>Full review of voluntary sector role in social inclusion</p> <p><b>6</b></p> <p>Gender recognition/civil partnerships</p>	

\* This project may need general revenue funding and funding estimates have not been included in the Social Policy Plan

1/2= Essential	5= Medium Priority
3= Very High Priority	6= Low Priority (no work until 2014)
4= High Priority	Research Only (until 2014) (High Priority for Research)
Being either already funded, or relating to capital spending	

Social Policy Plan –Priority Matrix

If the States of Guernsey agrees to pursue the high (including essential and very high) and medium priority projects, plus carry out research into the “research only” projects during the period 2009-2013 (i.e. no implementation of CEDAW or childcare) it is estimated that the following approximate revenue amounts will be needed for Social Policy. **(This excludes any amount to be spent on reviewing the benefits system or introducing tax credits).** The plan focuses on revenue prioritisation, not capital prioritisation as the latter is the subject of a separate States Report from the Treasury and Resources Department. The revenue expenditure associated with HSSD’s site development plan is listed separately. The amount that could be spent on reviewing the benefits system or introducing a tax credit system is very uncertain and is such a potentially huge amount that the Social Policy Group recommends that any research into this project returns to the States with recommendations as to how it should be funded. Note that after 2013 if the States decide to pursue the research only projects such as CEDAW, childcare and implement a disability strategy then further funding would be needed.

<b>Amount required (at 2009 prices)</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Revenue only projects</b>	<b>£2.7m</b>	<b>£3.25m</b>	<b>£5.55m</b>	<b>£5.55-5.75m</b>
<b>HSSD Site Development Plan (revenue costs)</b>	<b>Rising to £1.035m per year</b>			

**(Excluding any amount to be spent on reviewing the benefits system or introducing tax credits)**

#### **6.4 Comparison to States Members’ views expressed at the November 2008 workshop**

The table overleaf lists projects in the priority order suggested by all States Members at the November 2008 workshop. The right hand column shows the priority recommended by the Social Policy Group. It can be seen that the Group has to a large extent considered all States Members’ views. However, now that SPG members have been able to collate and consider more detailed information than was available at the workshop, there are a few notable exceptions:-

- The independent safeguarding initiative to protect children and vulnerable people is something the States of Guernsey cannot afford (in a social policy sense) to not do. SPG views this as essential, as is implementing the Children and Young People’s Plan and the measures necessary to comply with the new children’s legislation
- Because of the overall costs of the plan and because some of the projects need to be researched before they can be implemented (e.g. childcare), there are some projects which SPG recommends are researched over the next five years but are unlikely to progress beyond this research stage

- Neuro-rehabilitation has been combined with disability services and included as a medium priority
- Alderney social care services have also been included as a medium, rather than a low, priority

New initiatives and training aimed at assisting people into employment/up-skilling including increase vocational training/adult literacy	High Priority
Improve mental health services	High Priority and Capital Prioritisation
Review/overhaul the benefits/contributions system for providing financial assistance for low income households	Very High Priority
Review of disincentives to maximising the workforce	(Principally the role of the economic plan but with respect to disincentives in the tax benefit system this will be looked at in the review of benefits)
Develop and progress an integrated care and support strategy for older people	High Priority
Progress Education Development Programme Phase 1 (EDP1)	Capital Prioritisation
Childcare and pre-school education	Pre-school Education - High Priority Childcare - Research Only
Review causes and responses to long term sickness	Research Only
Introduce new screening and preventative health measures - colorectal screening, and the obesity strategy	High Priority
Private rented sector accommodation	CHP Fund
Domestic Abuse Strategy	High Priority
Review of Law Enforcement and introduction of Community Policing model (and criminal justice strategy)	High Priority
Ensure the long-term sustainability of the social insurance fund	Already being progressed with funding options
Drug and Alcohol Strategy	High Priority
Greater self sufficiency for local food production	C&E Business Plan (not SPP)
Progress the Social Housing Development Plan	CHP Fund
Supported accommodation/accommodation for people with special needs	Medium Priority

Put in place an infrastructure to comply with the new Children and Young People's Legislation and develop and progress a Children and Young People's Plan	Essential
CEDAW (UN Convention)	Research Only
UN Convention on the Rights of Disabled Persons and a strategy and services for disabled people	Medium Priority for neuro-rehab and wheelchair service Research only for strategy and legislation/the UN Convention
Implementing the independent safeguarding initiative to protect children and vulnerable adults	Essential
Improve community recreational facilities	Low Priority
Review of voluntary sector role in promoting social inclusion	Low Priority
First time buyer initiatives	CHP fund
Develop neuro-rehabilitation programmes	Medium Priority (now part of disability services)
Gender recognition/civil partnerships	Low Priority civil partnerships only
Criminal injuries compensation scheme	Already being funded
Alderney social care services	Medium Priority

Many of the initiatives included in this plan were detailed in the July 2007 Government Business Plan and/or raised in the GBP debate. Of the medium and high priority projects, the principal new ones are the independent safeguarding initiative, supported accommodation, and preparing a disability strategy and research into extending the UN Convention on the Rights of Disabled People to the Island. (A presentation on the former is being given to States Members and it is anticipated that a brief States report on the latter will be brought to the States before the end of the year. Supported accommodation has been approved by the States as part of the Corporate Housing Programme (CHP) action plans.)

## 6.5 Project details and rationale behind their prioritisation

The following text briefly describes each project and their lead department, while also providing some explanation as to their prioritisation:-

### 1. *Implement the independent safeguarding initiative to protect children and vulnerable adults (lead Home Department)*

To maintain a more robust system to carry out checks on those people working with vulnerable adults and children. This is an extension of the UK Home Office scheme that is currently being developed to Guernsey. The UK scheme is summarised in the next paragraph.

The independent safeguarding initiative's role is to help prevent unsuitable people from working with children and vulnerable adults. The UK will assess every person who

wants to work or volunteer with vulnerable people. Potential employees and volunteers will need to apply to register with the UK's Independent Safeguarding Authority (ISA). In the UK applicants will be assessed using data gathered by the Criminal Records Bureau including relevant criminal convictions, cautions, police intelligence and other appropriate sources. This information will be used to decide on a case-by-case basis whether each person is suited to this work. The information about people's ISA status will be securely stored for employers and voluntary organisations to use when they are recruiting. Only applicants who are judged not to pose a risk to vulnerable people can be ISA-registered. Once the scheme has been fully rolled out, employers who work with vulnerable people will only be allowed to recruit people who are ISA-registered.

The Home Department and the Social Policy Group feel that it is essential for Guernsey to adopt similar safeguards. It is also hoped that Guernsey can be part of the same ISA system, extended to Guernsey, to make it easier for employees to move between Guernsey and the UK with one ISA registration number. The UK is moving forward with this now and it is vital that Guernsey implements this in tandem over the next 2 years or so.

**2. *Put in place an infrastructure to comply with the new Children and Young People's Legislation and develop and progress a Children and Young People's Plan (lead HSSD)***

The new Children and Young People's Legislation is due to come into effect in 2009. HSSD is in the process of putting in place the infrastructure needed to comply with the new legislation. The legislation includes a requirement that a cross departmental plan for children and young people must be developed and implemented, along with other requirements. A draft cross-departmental Children and Young People's Plan has been prepared and should be laid before the States towards the year end for approval. Although there are fewer resource requirements for the initial phases of developing the plan in 2009, there will be additional resource requirements in the near future (likely from 2010 or 2011 onwards). SPG departments have also expressed a wish to increase the amount of positive activities available to young people, to extend the outreach service for children and families and to extend family centre opening hours.

The legislation has been approved by the States and it will be coming in later this year. It is therefore essential that Guernsey puts in place the necessary measures to comply with it.

**3. *Review the benefits/contributions system for providing financial assistance for low income households (leads SSD and T&R; Policy Council also involved)***

Although Guernsey is perceived to be a prosperous and wealthy community, not everyone has the chance to share in the opportunities that that wealth brings. The 2000/01 Survey of Guernsey Living Standards found that 16% of the population at the time were poor relative to the rest of the community, and were deprived of many of the items and life activities that the majority of the Islanders take for granted. Poor households predominantly comprise single pensioners, single parents and large families with children. Social policy initiatives need to strengthen all aspects of our community,

and in particular support those people who would otherwise not have the opportunity to realise their full potential.

This is a high priority for the Social Security Department and a key area of the former GBP priority 4 and the Corporate Anti-Poverty Programme. The work could include:-

- Rationalisation of means tested benefits. e.g. the Housing and Education Departments carry out means testing often on the same clients and using different disjointed schemes
- Additional support for low income families: alternative options under consideration include a reformed supplementary benefit scheme, income support or tax credits
- Reviewing the basic benefit [requirement] rates
- Reviewing health and social services charges and the assistance available for meeting health and social services costs
- Introducing a personal allowance for non-employed social security contributions, which the Social Security Department has in hand for a January 2010 implementation

This work-stream is about more than just reviewing existing benefit and contribution rates; it is potentially about overhauling the system. It is also important, that as part of this project, any disincentives to working in the current tax/benefit system are reviewed, revised and therefore addressed.

SPG members felt that this is a very high priority project for social policy and should be the third highest priority. However, there was concern expressed as to how much a complete overhaul of the benefits system is likely to cost. SPG members thought it not acceptable to say that welfare reform cannot be progressed because there are no available funds. However it is thought that additional revenue costs will be very significant. It has to cost a great deal of money. If it does not cost a lot of money, then the whole exercise could only be ineffective. Since it is likely to cost such a potentially huge (and an unknown) amount, the Social Policy Group recommends that any research into this project returns to the States with recommendations as to how it should be funded.

#### **4. *New initiatives and training aimed at assisting people into employment/up-skilling (leads C&E and Education)***

The departments of Education, Commerce and Employment and Social Security are all working on a raft of initiatives to ensure that all sectors of the community can access appropriate employment or training support to find sustainable employment. Initiatives include:-

- Welfare to work initiatives
- Adult guidance

- Expansion of vocational training and the apprenticeship scheme
- Employment assistance for young people with special needs
- CBT for people with low level mental health needs (funding for this has been estimated alongside the other mental health projects, but a joint HSSD/SSD initiative is also underway regarding the contracting of CBT services from the Guernsey Health Service Fund)
- Increased opportunities to access lifelong learning including basic skills provision
- Employment and life skills for ex-offenders
- Targeted support for those not in education, employment or training
- Financial literacy skills

There are three or four projects that are currently being piloted, but for which funding is due to run out at the end of 2009 or early 2010, including the adult guidance service.

#### **5. *Domestic Abuse Strategy (lead Policy Council)***

On average, every week in the Bailiwick of Guernsey, the police attend over ten domestic incidents and deal with four domestic assaults on women and men, yet we believe that most domestic-related incidents are not reported. Between 2007 and 2008 the number of reported incidents to the Police increased from 722 in 2007 to 878 in 2008. A Domestic Abuse Strategy has been prepared, including costs and a covering report to the States. The strategy will be ready to be brought to the States for debate, together with resource implications, from May 2009.

The Strategy outlines the States' proposals to prevent domestic abuse happening in the first place, to decrease repeat victimisation and make it easier for individuals to feel able to come forward and seek help. It also sets out proposals to improve protection and services for victims and their children, and to bring more perpetrators of this crime to justice.

The number of reported incidents is growing which is putting greater strain on the services that respond to these incidents. In other jurisdictions such strategies have been shown to be very effective, especially at reducing repeat incidents of domestic abuse. It is therefore vital that Guernsey takes a strategic and coordinated approach and implements a domestic abuse strategy soon.

#### **6. *Drug and Alcohol Strategy (lead Policy Council)***

The current strategy is running from 2007-2011 and has been very effective at implementing measures to tackle drug and alcohol abuse in the Island. A report will be brought to the States in 2009 (provisionally September/October 2009) which will explain that no provision was made in the 2006 States Report for salary increases for some workers who are employed through the strategy. A small amount of additional funding is therefore necessary if the strategy is to be able to continue in future years.

The report will also ask that the current strategy be extended until 2014. The funding issues have to be addressed this year for the strategy to be able to continue in its current form from 2010 and beyond.

**7. *Introduce new screening and preventative health measures including colorectal screening, and the obesity strategy (lead HSSD)***

It is thought that increasing levels of obesity are likely to lead to increased incidence of health problems in later life, in a similar manner to the way that tobacco increases the chances of getting heart disease, cancer or other illnesses. The Social Policy Plan includes costs for introducing colorectal screening and some funding provision for the forthcoming obesity strategy. Introducing cancer screening and measures to tackle growing levels of obesity will reduce health expenditure in the long term, not to mention the social benefits that many people will be able to lead healthier lives.

**8. *Criminal Justice Strategy including review of law enforcement and community policing (lead Home Department)***

The Home Department is in the process of developing a cross departmental Criminal Justice Strategy (including a strategy for community safety). A major review of how Law Enforcement services are delivered is also ongoing with the intention of improving public safety and enhancing joined up working between the Police and Customs and Immigration. This will include a plan to centralise accommodation for Law Enforcement services. It is also intended to introduce an appropriate Community Policing model for the Island. The majority of resources over the next few years will come from existing Home Department resources. However, a small amount of additional funding will be needed.

**9. *Improve mental health services (lead HSSD)***

There are two parts to this project. Part 1 includes service developments that are not related to HSSD's Site Development Plan, whilst part 2 is the revenue funding that is directly related to the Department's site development plan. Both are discussed here. HSSD have included the Castel Hospital, Community Mental Health Team and Adult Mental Health Services as high priority projects that they would like to pursue during this States term. Enhancements to the Community Drug and Alcohol Team may also be considered as part of the 2009 review of the Drug and Alcohol strategy. Finally, the Policy Council has made some funding available in 2008 for CAPP/GBP 4. Some of this money is being used to fund a pilot cognitive behavioural therapy scheme to help low level mental health patients back into work. If successful, further funding could be required from the end of 2009 to continue the scheme. It is understood that a community homes project and moving some Home Department services are essential pre-requisites to moving the services currently located at the Castel Hospital to the main PEH site and therefore these projects will need to be completed first. Improvements to Guernsey's mental health services are long overdue, having been recommended since the early 1980s.

**10. *Develop and progress an integrated care and support strategy for older people (leads Housing and HSSD)***

The Housing Department, in partnership with the Health and Social Services

Department, is leading on the development of an integrated strategy for older people. Other key stakeholders are the Social Security and Treasury and Resources Departments.

The strategy will identify the need to promote the independence of older islanders and enable more choices of how housing, care and support are provided. The strategy will also acknowledge the constraints of providing housing for older people within finite land resources and will seek to identify innovative ways to ensure that the housing, health and social care needs of older islanders are met and that funding capacity is managed. Partnership working with the private, not for profit and voluntary sectors will be explored and developed to enable the delivery of capital projects and services which are effective and which provide value for money.

In 15 years there will be a 38% increase in the number of people aged 60+ in Guernsey and the numbers of people aged 80+ will increase by over a third. Current provision of housing, care and support services are inadequate to meet the future needs of older people. It is essential to plan how the island will respond to the needs of its ageing population including new housing forms, increased community care capacity and new funding models.

Early indications are that these necessary responses will result in ongoing and unavoidable substantial growth in associated revenue expenditure, much of which will result from the need to employ more people to deliver care and support services as the population ages. However, it should be noted that the bulk of this additional revenue expenditure - plus capital monies to fund new housing developments - will not begin to be incurred until the latter years of this Plan, because of the time lag between approval of the Strategy and its effective implementation.

**11. *Pre-school education (lead Education Department)***

Pre-school education for all 3 and 4 year olds and childcare have been high priorities since the inception of the Corporate Anti-Poverty Programme in 2003. Pre-school education is essential to give all children the best possible start in life. There are clearly recognised social and cognitive developments that benefit children who attend high quality early years' education. Research identifies improved educational attainment and a variety of longitudinal advantages e.g. better health, less vulnerability to crime, improved emotional well-being. This project is therefore an investment for the future.

**12. *Supported accommodation/accommodation for people with special needs (lead Housing Department)***

This work-stream is about identifying the housing needs of vulnerable user groups (the physically disabled, people with learning disabilities, people with mental health problems etc). The Housing and Health and Social Services Departments are working together to explore ways of meeting the needs of islanders who require supported accommodation. Various SPG departments have also highlighted the need for accommodation for people with challenging behaviour, ex-offenders and persons on probation and victims of domestic abuse.

Whilst resource requirements can be funded from general revenue during these early exploratory phases, fulfilling the recommendations of a strategy for supported housing is likely to demand a capital allocation. Revenue funding is also likely to be required for accommodation support services. This is a relatively new work-stream under the Corporate Housing Programme and has been approved by the States in the CHP action plans. This project is supported by the Social Policy Group. If adequate funding was available, the group would like to be able to progress all the projects included in the Social Policy Plan. However, the essential, very high and high priority projects, for the reasons already set out are thought to be of higher priority. Having said that, supported accommodation does feature in the Domestic Abuse Strategy and would be likely to feature in any disability strategy, so this project cannot be considered in isolation.

**13. *Disability services (neuro-rehabilitation programmes and a wheelchair service) (lead HSSD)***

Rehabilitation programmes for people with a brain injury or a neurological condition is also a medium priority for HSSD and for the Social Policy Plan. HSSD and the Social Policy Group would also like to be able to implement a wheelchair service. These have been listed as a medium priority, not because they aren't supported by the Social Policy Group, but because the group is forced to prioritise all the initiatives within the Social Policy Plan.

**14. *Alderney social care services (lead HSSD)***

Enhancing Alderney social care services is a medium priority for HSSD and discussions are in hand with Alderney to determine the most appropriate way forward. SPG members feel that Alderney social care services are not of the same standard as those in Guernsey and agrees that this should be a medium priority.

**15. *UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (lead Policy Council)***

Work is underway to prepare a report on the legislation needed to enable the Bailiwick of Guernsey to sign up to the UN Convention on the Elimination of Discrimination Against Women. This was given a high priority in the July and September 2007 Government Business Plan debates. It is likely that in order to sign up to CEDAW the Island will need to introduce statutory maternity leave and pay, equal pay for work of equal value and also introduce sex discrimination legislation with respect to access to goods, services and education. These are under investigation and a States Report will be prepared for a States decision to be made. It is likely that it will take until the end of 2010 (or at the latest early 2011) before this report is ready to be debated by the States. The cost of any new provisions, for example with respect to maternity pay or leave, is unknown but the costs to the States would depend on decisions made with respect to funding streams; e.g. whether any proposals were funded from general revenue or an increase in insurance contributions. Even if the States did decide in 2011 to sign up to CEDAW and to go ahead with the proposals, it is likely to take one to two years to prepare and implement the necessary legislation and to prepare for the implementation of any new measures. Therefore implementation would take place after 2013. Therefore this project is still a priority but for practical reasons has been included in the plan as "research only" for 2009-2013.

**16. *Childcare (lead Policy Council)***

This has been a high priority since the inception of the Corporate Anti-Poverty Programme in 2003. Childcare features in priorities 4, 5, and 9 of the Government Business Plan, with slightly different aims under each priority. Childcare is important under GBP priority 5 to encourage as many people as possible to work to support the economy, under GBP 4 to help single parents into employment to enable them to work their way out of poverty. However, The Good Childhood Inquiry, recently commissioned by the Children's Society, recommends making it easier for parents to stay at home to rear their children. Further research is therefore required in this area. The Policy Council will be going out to tender for a childcare needs survey in 2009 and conducting further research in 2009 and 2010. The desirability of possible schemes and funding will then be evaluated later in 2010. For similar reasons to CEDAW and because of the potential cost, the States would not be in a position to implement any proposals before 2012 and possibly not until 2013/14. Therefore this project has been included in the plan as “research only” for 2009-2013.

**17. *Strategy for Young People Not in Education, Training or Employment (NEET strategy) (lead Education Department)***

The Education Department has recently carried out surveys of its undergraduate students, its apprentices and young people who are not in education, employment or training (NEET). The NEET survey showed that these young people are socially excluded with respect to all aspects of community life: they are not in education, training or employment; they are more likely to live alone without family support; they have a poorer diet; they are more likely to drink to excess and/or take drugs; they smoke more; therefore they are more likely to suffer later health problems; they have lower self esteem etc. Hence the Social Policy Group feels that it is important to carry out further research into initiatives to help this particularly hard to reach group, both to help young people who are currently not in education, training or employment and to prevent others entering this situation. Depending on the results of the research undertaken, this could inform some of the education and employment initiatives in the plan and the benefits review. Further resources may be needed in later Social Policy Plans, dependent on the outcome of the research.

**18. *Disability Strategy and UN Convention on the Rights of Disabled Persons (including Disability Discrimination Legislation) (lead Policy Council)***

The Health and Social Services Department set up a Disability Forum under the Corporate Anti-Poverty Programme to consult their service users. This forum includes representatives from a number of user groups for disabled people, health and social care professionals, the Guernsey Disability Alliance and States Departments. The Guernsey Disability Alliance would like a report on disability and the needs of disabled islanders to be prepared. The forum has also requested that the Policy Council take responsibility for disability issues, including the appointment of a Disability Officer (the Social Policy Group believes that if made this should be at strategic, not operational level) and research into UN Convention is United Nations Convention on the Rights of Disabled Persons (including Disability Discrimination legislation). In March 2008 a letter from the Ministry of Justice in the UK arrived explaining that the United Kingdom was

currently preparing to ratify the United Nations Convention on the Rights of Persons with Disabilities and asked whether Guernsey would wish the Convention to be extended to the Bailiwick in due course. The Social Policy Group are supportive of extending the convention to Guernsey in principle, but more time is required to consider Departmental policies and procedures and the time and resource implications including for example the need for disability discrimination legislation. It is anticipated that the External Relations Group will lay a report before the States on this issue later in the year. If the following research is to be started before mid to end of 2011 additional staff resources will be needed at the Policy Council:-

- A report on the number and needs, of disabled people in Guernsey and Alderney
- A disability strategy
- Investigation into the need to, and implications of, introducing disability legislation in Guernsey
- Investigation into extending the UN Convention on the Rights of Disabled Persons to Guernsey

At the moment the Social Policy Group believes that the following projects involving Policy Council staff taking a lead in some areas are of higher priority: the benefits review; the Domestic Abuse Strategy; the Drug and Alcohol Strategy; CEDAW and childcare research. Even if additional staff resources are made available from 2010, the above research is likely to take 3-4 years. Therefore this project has been included as research only until the end of 2013. However, supported accommodation, neuro-rehabilitation services and a wheelchair service have been included as medium priority projects for implementation. However, this is dependent on adequate resources being made available for both these projects and the high priority projects in this plan.

**19. *Review causes/responses to long-term sickness (leads SSD and HSSD)***

This project was suggested at the November 2008 States Members' workshop because of concerns over the number of people claiming invalidity benefit. It will be researched during this States term. HSSD are currently piloting Cognitive Behavioural Therapy (CBT) for low level mental health patients to help them back to work. The project is important to keep benefit costs as low as is reasonably possible.

**20. *Improve community recreational facilities (lead Culture and Leisure)***

This project was suggested at the November 2008 States Members' workshop. However, SPG members feel that it is a low priority compared to the other initiatives suggested in the Social Policy Plan (although as with all the initiatives in the plan it is something the group would like to see pursued). Such initiatives will therefore not be progressed by the Social Policy Group as part of the plan. However, the Culture and Leisure Department may wish to develop this project from within its resource allocation. Activities for children and young people, who are at risk, or in need, will be considered as part of the Children and Young People's Plan. Increasing activity levels to tackle obesity (and associated resources) will be considered as part of the obesity strategy.

**21. *Full review of voluntary sector role in promoting social inclusion***

This project was suggested at the November 2008 States Members' workshop. The Social Policy Group is participating in the British Irish Council work-streams on: 1) the contribution of the voluntary sector in promoting social inclusion; and 2) digital inclusion. Therefore there is some work already going on in this area. The Social Policy Group feels that at the present time it is unable to undertake a full review in collaboration with the voluntary sector of all social policy areas because of all the other commitments in this plan. However, the Group is committed to building effective working relationships with voluntary sector organisations on a project by project basis. In the Drug and Alcohol Strategy, Tobacco Strategy, financial literacy and the Domestic Abuse Strategy there are already strong working relationships. For example, Drug Concern, GASP, Action for Children, Dee-Caf, GADAC, the Sports Commission, and the Arts Commission all participate in the Drug and Alcohol Strategy Action Group. It is also anticipated that the Social Policy Group will also work closely with voluntary organisations on the development of the disability strategy.

**22. *Civil partnerships (lead Policy Council)***

In September 2006 the States of Guernsey accepted the prayer of a Requête to direct the Policy Council to initiate an investigation into the desirability of the enactment of legislation:-

- Enabling people to enter into legally recognised and binding civil partnerships in Guernsey
- Addressing all issues that might be associated with, or arise out of, the creation of such partnerships
- Enabling the recognition for the purposes of Guernsey law of similar civil partnership arrangements entered into under the laws of other jurisdictions

In July 2007 the States gave CEDAW a high priority status. The former Social Policy Group and the Policy Council decided that gender recognition and civil partnerships research should be progressed after CEDAW. At that time the UN Convention on the Rights of Disabled People and Disability Discrimination Legislation were not on the Social Policy Group's political agenda, as this work had not been subject to a States resolution directing the Policy Council to progress further research on the legislation that might be needed. Since the Disability Forum was established by HSSD under its CAPP action plans, there has been increasing pressure to direct more resources to researching this area.

The Social Policy Group recommends that the Policy Council and the States should be asked if they are committed to researching the legislation needed to sign up to the UN Convention on the Rights of Disabled People (including researching the implications of introducing disability discrimination legislation) and if so, recommends that this work be prioritised to take place after the work on CEDAW and before the research into civil partnerships. This would also follow the order of priority suggested by States Members at the November 2008 Social Policy workshops. It is therefore recommended that civil

partnerships be given low priority status, to be researched after 2013. Again the Social Policy Group wished to pursue this research but feels that other projects should be given higher priority.

At one point the Policy Council had also intended to investigate (alongside civil partnerships, although the two issues are separate) whether any legislation was needed with respect to gender recognition. From the Law Officers' advice it is believed this is not as crucial at the current time as was originally thought. Therefore the work stream has been revised to just "civil partnerships", for which there is an existing States resolution.

**23. *Progress Education Development Programme Phase 1 (EDP1) (lead Education Department)***

This is the Education Department's top priority and is vital to ensure that all secondary school pupils have access to equivalent facilities and opportunities regardless of the school that they attend.

**24. *HSSD Site Development Plan (lead HSSD)***

Along with EDP1 these initiatives are capital projects. They are both included in the capital prioritisation process. Because of their importance to Social Policy in Guernsey, they have been included in the Social Policy Plan for reference. They are not prioritised in the Social Policy Plan, not because they are not vitally important, but because the Social Policy Plan has prioritised revenue expenditure only. That said, HSSD's Site Development Plan will be accompanied by approximately £1.035m in annual revenue expenditure. Because this revenue expenditure and its timing is linked to the capital prioritisation programme, it is listed separately in the Social Policy Plan's revenue requirements for 2009-2013.

**25. *Ensure the long-term sustainability of the social insurance fund (lead SSD)***

Like many other countries, Guernsey and Alderney are facing the prospect of an ageing population, with progressively fewer people likely to be of working age compared to those in full time education or in retirement. This will affect the availability of labour in the Islands, the demand for health and social care services and put pressure on the social insurance, health and long term care funds. Planning to mitigate these outcomes is therefore essential.

Ensuring the long-term sustainability of the social insurance fund is the top priority for the Social Security Department. The Department has already prepared a Green Paper for public consultation and there has been an initial debate in the States. The Department will bring a white paper to the States later in 2009 detailing firmer proposals. Dependent on the outcome of this States debate, further general revenue support for the social insurance fund may be required. However, the Social Policy Group (with the SSD Minister abstaining) favours the following:-

- That the pension age should increase but there is no agreement round the table over to what level or when
- By a majority that the employer contributions should increase

- Employee contribution rates should stay the same
- By a majority that the upper earnings limit should increase for employers
- There were mixed views regarding whether or not the upper earnings limit should increase for employees.

**26. *Progress the Social Housing Development Plan (lead Housing Department)***

In December 2007, the States considered and approved a report outlining proposals for a five-year development plan for the provision of social housing, and the continued modernisation of the existing social housing stock. This is a high priority for the Housing Department and an important part of Action Area C of the Corporate Housing Programme.

This Report, which was informed by the findings of the 2006 Housing Needs Survey, included a timetable and funding mechanism to enable the Department to:-

- Complete the rationalisation of its housing stock and address the replacement of the last of its estates that are uneconomic to retain and refurbish
- Continue and complete the modernisation and upgrading of the remainder of the housing stock that is being retained
- Address the under-occupation of larger family houses by older couples and single people, by building suitable properties that match their requirements and are in the area where they have developed links and associations over the years of their tenancy
- Increase the size of the social housing stock to meet the needs identified by the 2006 Housing Needs Survey
- Continue to provide a supply of Partial Ownership properties that provide alternative tenure choices for first-time buyers and tenants displaced under Tenancy Review procedures. This is a level 4 workstream under Priority 4 of the GBP

The report demonstrated that by combining income received from the rationalisation of the housing stock with reduced levels of States' grant required to fund new development, the Housing Department could deliver this comprehensive five-year plan, for so long as it continued to receive the full value of its rents (including the refunding of rent rebates).

**27. *First time buyer initiatives (lead Housing Department)***

The Housing Department is reviewing initiatives designed to assist first-time buyers and other households who would struggle to obtain a commercial mortgage to purchase a home.

This workstream has been out to 'expressions of interest' with private sector organisations who were invited to submit outline proposals for how they envisage a new

Homebuyers Scheme could operate. This Scheme will replace the current States Home Loans Scheme, which would be closed to new borrowers. Combining the use of the Housing Development and Loans Fund with private lending will open up opportunities for outright ownership to people who would otherwise never be able to achieve this type of tenure. Again, provided that the Housing Department continues to receive the full value of its rents (including the refunding of rent rebates), it is anticipated that there will be sufficient funding in the CHP fund for this initiative for 2009-2013.

**28. *Private rented sector accommodation (lead Housing Department)***

The States Housing Strategy focuses on ensuring the availability and affordability of accommodation in all tenures. Action Area C of the Corporate Housing Programme includes a number of initiatives which are underway to support the private rented sector:-

- A staff-level cross-departmental working group has been established to research the introduction of minimum standards or a licensing system for rental properties at the bottom end of the market, e.g. lodging houses and staff quarters. The view is that some of this accommodation is of poor quality and there is an associated vulnerability of those persons living in such properties. Regulation will involve the introduction of new legislation
- The Housing Department has also been reviewing the relevance of Rent Control in the private rental sector. Only a handful of properties are now rent controlled. The key issue for the Housing Department is whether Rent Control legislation could be made to support the objectives of the Housing Strategy. The Department will report to States on the future of Rent Control later in 2009
- The Housing Department also continues to support the Guernsey Private Residential Landlords' Association (GPRLA) to progress the self-regulation of the private rented sector. The GPRLA has developed a common tenancy agreement and continues to explore the possibility of establishing an accreditation scheme for its members

Again, provided that the Housing Department continues to receive the full value of its rents (including the refunding of rent rebates), it is anticipated that there will be sufficient funding in the CHP fund for this initiative for 2009-2013.

**29. *Criminal injuries compensation scheme (lead Home Department)***

The Home Department is in the process of evaluating how a scheme can be introduced in Guernsey. Funding was made available for this initiative in the Home Department's budget for 2008.

**7. Island resource implications**

**7.1 Population**

There will be some implications for the Population Strategy arising from this Social Policy Plan. In particular the Older People's Strategy and supported accommodation

will require sufficient health and social care workers. Depending on the outcome of the preschool education and childcare research, there may also be increased demand for staff in these areas. This is closely linked to the Key Worker Strategy which will be part of the Population Strategy and which is also tied into the Corporate Housing Programme. Another important area relating to population is e-borders. The aim of the e-Borders programme is to transform border control to ensure greater security, effectiveness, and efficiency, through making use of the latest electronic technology. It is understood that this project is being considered as part of the capital prioritisation process.

## **7.2 Land Use**

The main implications for land use arise from the capital development and the housing projects in this plan. In addition, the Social Policy Group wishes to stress the importance of developing inclusive and diverse communities through land use planning.

## **7.3 Energy**

Apart from possibly any capital projects the implications for the energy policy are minimal.

## **7.4 Waste, water and stone**

Apart from possibly any capital projects the implications for the waste, water and stone strategy are minimal.

# **8 States resource prioritisation**

## **8.1 Implications for financial planning**

The key constraint on the progress of the Social Policy Plan is financial resources. A number of the projects contained in the plan have been on the “wish lists” of the Social Policy Group and the departments represented on the group for several years, but have not been progressed to date due to the Islands financial position and the necessity to constrain States’ expenditure. The Group would hope that a number of the high and medium priority projects can be achieved or significantly progressed over the next five years, but this will depend on whether or not sufficient financial resources can be allocated to these projects in the current financial climate. To date, many of the resource implications of the projects contained in this plan have not been taken into consideration in the financial planning process. The recommendations in this plan will also need to be considered alongside those recommendations contained in the other strategic plans. Undoubtedly, this States will be faced with some difficult decisions.

## **8.2 Implications for human resource planning**

Additional human resources are needed for several of the projects included in the plan. The costs of employing these staff have been included in the financial projections.

### 8.3 Implications for IT planning

Two of the projects included in the social policy plan may require new IT systems. The Home Department is currently investigating a computer system for the management of information across the criminal justice system and central TV monitoring. The 2007 Government Business Plan contains a work-stream to look at rationalising Social Security and Treasury and Resources Department functions and a new computer system is likely to be needed to facilitate this process. These projects would be capital ones and funding estimates have not been included in the revenue expenditure estimates included in this plan.

### 8.4 Implications for performance monitoring

Key performance indicators have not been included in this version of the Social Policy Plan. Some are already contained in the regular Sustainable Guernsey Report. Further consideration will be given to developing key performance indicators in the next iteration of the plan, i.e. when it is revised in 2010 for the period 2010-2014.

## 9 Conclusion

The States of Guernsey will be asked to approve the core values and strategic objectives for social policy in Guernsey and the prioritisation for the work to be carried from 2009-2013.

If the States of Guernsey agrees to pursue the high (including essential and very high) and medium priority projects, plus carry out research into the “research only” projects during the period 2009-2013 it is estimated that the following approximate revenue amounts will be needed for Social Policy (**This excludes any amount to be spent on reviewing the benefits system or introducing tax credits, which is difficult to estimate at the present time**). The plan focuses on revenue prioritisation, not capital prioritisation as the latter is the subject of a separate States Report from the Treasury and Resources Department.

Amount required (at 2009 prices)	2010	2011	2012	2013
Revenue only projects	£2.7m	£3.25m	£5.55m	£5.55-5.75m
Additional HSSD Site Development Plan (revenue costs)	Rising to £1.035m per year			

(Excluding any amount to be spent on reviewing the benefits system or introducing tax credits)

**Appendix 1: Members of the Social Policy Group September 2008-March 2009**

Deputy Hunter Adam, Minister, Health and Social Services Department (Chair)

Deputy Carol Steere, Minister, Education Department (Deputy Chair)

Deputy Mark Dorey, Minister, Social Security Department

Deputy Geoff Mahy, Minister, Home Department

Deputy Charles Parkinson, Minister, Treasury and Resources Department

Deputy Graham Guille, Deputy Minister, Housing Department

Deputy Rob Sillars, Deputy Minister, Commerce and Employment Department

Deputy Andy Le Lievre

Deputy Jenny Tasker

Reg Avery, Director of Client Services, Treasury and Resources Department

Sarah Harvey, Social Policy Co-ordinator, Policy Council

Wayne Hassall, Senior Policy and Operations Officer, Commerce and Employment  
Department (now Director of Policy)

David Hughes, Chief Officer, Health and Social Services Department

Stephen Langford, Chief Officer, Housing Department

Derek Neale, Chief Officer, Education Department

Malcolm Nutley, Chief Officer, Social Security Department

Paul Veron, Head of Policy and Research, Policy Council

Paul Whitfield, Chief Officer, Home Department

Alun Williams, Lifelong Learning Manager, Education Department

**Appendix 2: Brief project analysis (re consequences of not doing the projects and possibility for efficiency savings)**

	Consequences of not doing in this States term	Consequences of not doing at all	Likely to generate any efficiency savings/is an investment. Please indicate whether the efficiency savings will 1) release cash for other projects, 2) spend the same amount of existing resources in a more cost effective way, or 3) tackle a problem that is likely to result in greater new spending in the future if the project is not done	Timing/order – what has to be done first
Review/overhaul the benefits/contributions system for providing financial assistance for low income households	Longer delay	Not addressing fundamental principle of GBP (redistributing wealth) and CAPP. Poverty and inequality/ social exclusion will grow with resulting consequences to health, crime etc	No efficiencies or savings in the short to medium term. In the long term there are societal benefits to reducing poverty and social exclusion, such as a better educated workforce, less crime, healthier population etc	No project needs to be completed before this one for practical reasons
Ensure the long-term sustainability of the social insurance fund	This needs to be resolved urgently otherwise the longer term sustainability of the fund is in jeopardy		3)	
Progress the Social Housing Development Plan	The Housing Department would not be able to: (i) effectively meet social	The Housing Department would not be able to: (i) effectively meet social	Working in partnership with the GHAs means that States resources are	The development programme has already commenced and there

	<p>housing needs; (ii) continue to develop the Partial Ownership Scheme, (iii) better meet the needs of the Department's older tenants, or (iv) rebalance the social housing stock and address under-occupation. The modernisation of existing properties would also not be able to continue.</p>	<p>housing needs; (ii) continue to develop the Partial Ownership Scheme – a new tenure for Guernsey, (iii) better meet the needs of the Department's older tenants, or (iv) rebalance the social housing stock and address under-occupation. The modernisation of existing properties would also not be able to continue.</p>	<p>already being used in an efficient way. Grant funding for new development has been bought down to approximately 25%, which means 4 houses for the price of 1 if developed by the States. This in turn releases CHP Funds to be used for other housing-related initiatives and other developments. Effectively planning the modernisation and refurbishment of the existing housing stock, together with routine repairs, helps to tackle problems which could cause greater spending in the future.</p>	<p>are clear timescales for achieving each development.</p>
<p>Supported accommodation/accommodation for people with special needs</p>	<p>Vulnerable people will continue to live in inappropriate housing without the support they need.</p>	<p>Vulnerable people will continue to live in inappropriate housing without the support they need.</p>	<p>Current arrangements are uncoordinated and inefficient. There is the potential to realise efficiencies and savings by improving methods of service delivery and housing provision.</p>	<p>Research to be completed to identify needs and how best to meet these needs.</p>

First time buyer initiatives	Unable to effectively support first time buyers to purchase a home.	Unable to effectively support first time buyers to purchase a home.	There will be a cost involved in developing and running a Homebuyers Scheme, but funds are available for the immediate future.	Develop the parameters of the scheme and obtain States approval.
Private rented sector accommodation	Standards of shared accommodation are unlikely to improve without regulation. There is a social cost of not taking action in this area.	Standards of shared accommodation are unlikely to improve without regulation.	There will be a financial cost to the States in terms of the resources to establish a register/minimum standards in terms of staff time, but it is hoped that ongoing resource requirements will be relatively small.	States approval is required. The legal framework must also be in place before register/minimum standards can be implemented.
Improve mental health services	Service gaps and public criticism of service provided at primary care level.	Potential service failure, increasing demand on SSD benefit budgets.	Increased provision could lead to economic benefits generally and reduction in benefit expenditure specifically.	
Introduce new screening and preventative health measures including colorectal screening, and the obesity strategy	Increased level of ill-health and morbidity	Ditto	Investment - Category 3	
Develop neuro-rehabilitation programmes	Continued off-island expenditure; criticism of services provided and service gaps.	Ditto	Investment - Category 3	

Alderney social care services	Difficult to judge, probably minimal impact.	Inability to fully address care needs of Alderney	Investment - Category 3	
Develop and progress an integrated care and support strategy for older people	LTCI fund and general revenue budgets continue to support expensive forms of institutional care and cost savings not realised	Extreme pressure on human, service and financial resources to meet the needs of an increasing and ageing population	Efficiency savings will be achieved and will contribute to all three outcomes	Sheltered extra care housing programme Increased community care capacity Some organisational change to achieve strategic outcomes
Put in place an infrastructure to comply with the new Children and Young People's Legislation and develop and progress a Children and Young People's Plan	The Department is required to produce a Inter Agency Children and Young Peoples Plan in the new Legislation.	Services will be uncoordinated across the States resulting in duplication of services and or gaps in provision	No 2 and 3 apply here	Introduction of legislation publication of Plan
CEDAW	Longer delay	Is a national and international expectation that the Island will sign up to CEDAW. If we don't is potentially discrimination in some aspects of our society. These comments apply to projects disability discrimination and gender recog./civil	No	

<p>Civil partnerships</p>	<p>Longer delay</p>	<p>partnerships too. Maternity pay and leave has particular societal benefits such as enabling women to work, protecting the health of mother and baby and maternity protection can assist employers to maintain experience, skilled and valued women employees.</p> <p>Same sex couples don't have comparable rights as those enjoyed by married heterosexual couples. Potential human rights implications.</p>	<p>No</p>		<p>At the moment there are only the staff resources to pursue projects CEDAW, disability discrimination and civil partnerships one at a time. CEDAW has currently been given priority by the States and is well under way.</p>
---------------------------	---------------------	--	-----------	--	--

UN Convention on the Rights of Disabled Persons and services for disabled people	Longer delay	In general, better access will mean a better quality of life for disabled people, a more open and inclusive society, and better business opportunities for service providers. Society as a whole will benefit from the increased contribution that disabled people will make in day to day life. Again there are national and international expectations and potential human rights implications.	No	At the moment there are only the staff resources to pursue projects CEDAW, disability discrimination and civil partnerships one at a time. CEDAW has currently been given priority by the States and is well under way.
Domestic Abuse Strategy	Reported domestic abuse incidents are increasing, resulting in more work for the Police and Children's Services especially. Some of the initiatives in the strategy are being implemented to comply with the new children's law. Drug and Alcohol Strategy will be compromised. Difficult	Reported domestic abuse incidents are increasing, resulting in more work for the Police and Children's Services especially. Some of the initiatives in the strategy are being implemented to comply with the new children's law. The same	3) If cases continue to rise then the costs of taking a reactive approach will also increase	A States report is on target for May or June 2009. If approved can be implemented straight away.
Drug and Alcohol Strategy			3)	This is another quick win. A States report is on target for Sept 2009 and

	<p>decisions will be have to be made to reduce some aspects of the strategy which will affect other areas of the strategy and its overall effectiveness will be compromised.</p>			<p>the recommendation could take effect from January 2010.</p>
<p>Implementing the independent safeguarding initiative to protect children and vulnerable adults</p>	<p>Not meeting the aim of the Priority 7 of the GBP            Failure to protect the safety of children &amp; vulnerable adults            Lack of public confidence</p>	<p>The immediate risk of harm to children &amp; vulnerable adults            To be significantly behind standards achieved in other jurisdictions</p>	<p>Very likely in the medium to long term to create a significant reduction of work involved in the vetting process of staff across private &amp; public sector</p>	<p>Establish appropriate legislation to enable facilitation of UK system</p>
<p>Review of Law Enforcement and introduction of Community Policing model</p>	<p>Not meeting key work streams of Priority 7 of the GBP            Not meeting resolution of the States (Sept 2008)            Failure to achieve the mandate of a large number of the current assembly on law &amp; order</p>	<p>Inability to address the evolution of crime            Decline of our safe environment            Potential external criticism</p>	<p>Considerable opportunity to reinvest resources to meet the future needs of law enforcement</p>	<p>Legislation            Policy/processes            Negotiation (terms &amp; conditions)</p>
<p>Criminal injuries compensation scheme</p>	<p>Failure to protect &amp; support innocent victims of crime</p>	<p>Ongoing failure to support &amp; protect the most vulnerable victims</p>	<p>No – potential ongoing cost (formula led)</p>	<p>Legislation            Process</p>

Progress Education Development Programme Phase one (EDP1)	<p>Aim of Priority 7 of the GBP not being met</p> <p>Not meeting States resolution</p> <p>Maintain inequality in education provision</p> <p>Increased maintenance costs for buildings that are no longer fit for purpose.</p> <p>Capacity issues following closure of SPP.</p> <p>Cannot release some buildings back to States for housing development.</p> <p>Cannot deliver all aspects of a changing curriculum.</p>	of crime	Will release Brock Road site and Granville House for housing development	
Childcare and pre-school education	<p>A longer delay</p> <p>Pre-school – Continuing uncertainty for private providers</p> <p>Cost of updating documents and repeating consultation</p> <p>Continuing inequality of provision for 3-4 year</p>	<p>Maintain inequality in education provision</p> <p>Increased maintenance costs for buildings that are no longer fit for purpose.</p> <p>Capacity issues following closure of SPP.</p> <p>Cannot release some buildings back to States for housing development.</p> <p>Cannot deliver all aspects of a changing curriculum.</p> <p>Some people will not be able to work if they cannot afford childcare costs. Employers may find it difficult to recruit staff (although this may become less of a problem in the changing economic climate). Some children will be at a disadvantage</p>	<p>No direct savings will cost money. Could result in economic benefits if there are sufficient jobs for people who want to work.</p> <p>Possibility of 2) i.e. the Island may spend less on out of work benefits if people are helped to work</p>	<p>Can be progressed as soon as research survey has been carried out</p> <p>Pre School – can be progressed as soon as States approval given</p>

New initiatives and training aimed at assisting people into employment/up-skilling including increase vocational training/adult literacy	olds	if they are unable to access quality pre-school education Pre – school – as above plus ongoing social and economic cost of failing to provide the best possible start to a child’s education	Pre-school – research shows investment in pre-school education saves on social, economic and justice interventions later in a young person’s life at a ratio of £1 invested saves £7 later	
New initiatives and training aimed at assisting people into employment/up-skilling including increase vocational training/adult literacy	Much of this work is ongoing but failure to invest initiatives will result in a less skilled, increases in unemployment/underemployment of workforce	No adult guidance provision for the island, inefficient and less productive partnerships between employers and Education, Apprenticeship scheme that is not fit for purpose, significant minority of adults without basic competences to succeed in the workplace	Savings will be indirect eg action will result in fewer unemployed, and the workforce will be better skilled to generate greater revenue for the island	The activities can run alongside each other
New initiatives and training aimed at assisting people into employment/up-skilling including increase vocational training/adult literacy	Skills needs would not be known therefore training provision could not be appropriately modelled.	Individuals would have a reduced opportunity to realise their full potential; employers would have less opportunity to tap into skills of the indigenous population.	There would be benefits to the Island, (although difficult to quantify) of ‘maximising the indigenous skills base.’	Determine where skills gaps exist within each economic sector.

Improve community recreational facilities	Not enough positive activities for young people and families to do	Not enough positive activities for young people and families to do	Possibly	
Review of voluntary sector role in promoting social inclusion	There is a risk that we are not utilising and working with the voluntary sector as effectively as we could be	There is a risk that we are not utilising and working with the voluntary sector as effectively as we could be	Possibly 2)	Staff resources outside of the P&RU would be needed to progress this work significantly further at the present time
Review causes and responses to long term sickness	States could pay out more than it needs to on benefits	States could pay out more than it needs to on benefits	Yes potential benefit savings	
Tackling social exclusion especially amongst young people not in education, employment and training	This group is likely to become more excluded and remain excluded and become potential long term benefit claimants. There is a danger that their children will also suffer from social exclusion		Savings will be indirect e.g. action will result in fewer unemployed, and the workforce will be better skilled to generate greater revenue for the island	The activities can run alongside each other However the establishment of a coordinated plan will result in a more coordinated approach

**Appendix 3: Acronyms used in the report**

CBT	Cognitive Behavioural Therapy
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CHP	Corporate Housing Programme
DD	Disability Discrimination
EDP	Education Development Plan
GBP	Government Business Plan
HSSD	Health and Social Services Department
ISA	Independent Safeguarding Authority
NEET	Not in Education, Employment or Training
SPG	Social Policy Group
SSD	Social Security Department

States Strategic Plan:  
Environmental Policy Plan

## **Table of Contents**

Executive Summary

Introduction and Background

Chapter 1: Guernsey's Environmental Plan

- 1.1 Guernsey's environment
- 1.2 Challenges and opportunities

Chapter 2: The Challenges We Will Address up to 2030

- 2.1 Energy demand and reducing the island's footprint
- 2.2 Population growth and constraints
- 2.3 Solid waste management
- 2.4 Land use competition
- 2.5 Maintaining sustainable practices
- 2.6 Liquid waste management
- 2.7 Climate change impacts and coastal defence
- 2.8 Biodiversity and threats to the nature of the island's countryside

Chapter 3: Our Vision for Guernsey's Environment

Chapter 4: How We Will Deliver The Environmental Plan

- 4.1 Leadership
- 4.2 Living within our environmental means
- 4.3 Ensuring Environmental considerations are deliberated in all Policy decisions
- 4.4 Enabling people to make informed choices
- 4.5 Working with partners
- 4.6 Communication and progress reporting

Chapter 5: Climate Change

- 5.1 Sustainable practices
- 5.2 Reduced carbon footprint
- 5.3 Adaptability
- 5.4 Coastal defence
- 5.5 Manage change
- 5.6 Educate

Chapter 6: Resource and Energy Use

- 6.1 Waste
- 6.2 Water
- 6.3 Energy
- 6.4 Self-sufficiency

Chapter 7: Biodiversity, Countryside, Marine and Coastal Protection

- 7.1 Dairy farming and agriculture
- 7.2 Landscape character
- 7.3 Habitats and species
- 7.4 Marine and coastal protection

Chapter 8: Our Built Environment

- 8.1 Land use competition
- 8.2 The urban/rural divide
- 8.3 Heritage preservation
- 8.4 Architecture and design

Chapter 9: Environmental Hazards

- 9.1 Waste disposal (solid and waste)
- 9.2 Traffic pollution (ozone)
- 9.3 Nuclear

Chapter 10: Population

- 10.1 Climate change mitigation and energy use
- 10.2 Climate change adaptation and land use
- 10.3 Driving the environmental agenda
- 10.4 Sustainable practices
- 10.5 Biodiversity and countryside/coastal protection

Chapter 11: Taking the Plan Forward

Appendix 1: Summary of Outcomes

Appendix 2: First Action Plan

Annex A: Summary of Actions

## Executive Summary

This Environmental Policy Plan sets out the States' long-term (25-year) vision for the Island's environment, and the environmental policy initiatives that will need to be undertaken in the shorter term (over the next four years) to achieve these longer-term objectives.

Work to achieve the States' 25-year objectives will be undertaken incrementally, with new Action Plans being produced as part of the strategic planning cycle.

Annex A sets out the first Action Plan, which covers the period 2009 – 2013. Funding for the vast majority of these actions should be found from within Departments' existing budgets. However, the following environmental policy initiatives will require new resources:

<b>Action</b>	<b>Initiative</b>	<b>New Funds Required</b>
(i)	Co-ordinate the implementation of the subordinate policies outlined in Headline Policy 1 (Reduce overall energy usage and minimise wastage) of the States' Energy Policy.	£250,000 <i>(as identified in the Energy Policy Summary)</i>
(ii)	Investigate the probable effects of sea-level rises on coastal defences –localised flood studies	£300,000
		<b>TOTAL: £550, 000</b>

## Introduction and Background

This is the States of Guernsey Environmental Plan. (Hereafter reference to 'the/this Plan' indicates this Environmental Plan). The Plan is one of three high level strategic documents that support the States Strategic Plan (SSP). This Plan was prepared with a view to setting the direction for environmental policy and actions over a 20 to 25 year time frame. The purpose of the plan is to provide the direction and framework under which an environment that is sustainable, biologically diverse and protective of Guernsey's traditional culture and values can be delivered. The Plan also provides a structure for supporting and embracing the wise use of the resources around us. This Plan sits alongside the Social and Economic Plans. Effective delivery of the Environmental Plan will ensure that Guernsey's environment thrives whilst supporting and contributing to the islands social and economic health.

It is envisaged that this Plan will not require substantial redrafting or reconsideration in the near to mid-term. The delivery of the objectives and commitments set out in this Plan will be achieved through Action Plans. Those Action Plans will be far more detailed in their focus and will include delivery time periods and lead Departments. The Action Plans, as opposed to the Environmental Plan, will be updated and developed on a regular basis.

This Plan is formed of 11 Chapters and supported by 2 appendices, including the First Action Plan. Appendix 1 lists the **outcomes** to be achieved by the Plan whilst

Appendix 2 sets out - as an example - typical actions that could be incorporated in the first and subsequent Action Plans. The manner in which these Action Plans will be developed is covered in Chapter 11.

**Chapter 1** establishes the background and broad intentions of the Plan, and the context within which it operates.

**Chapter 2** addresses the challenges and opportunities that have been identified as being of special relevance during the life of the Plan. Short-termism is not considered to be an option for environmental planning. The environmental processes and the eco systems which make up our environment - and on which we all rely - generally operate and respond over long-term time frames. An environmental plan must therefore embrace longer term planning.

**Chapter 3** sets out the States of Guernsey's vision for the environment in 2030.

**Chapter 4** outlines how government will go about delivering the commitments and priorities set out in the plan in order to achieve the policy direction, practical changes and Action Plans, and thus deliver the vision.

**Chapters 5 to 9** are topic specific chapters focusing on the key environmental themes that are to be addressed by this Plan. They are:

- Climate Change
- Resource and Energy Use
- Biodiversity, Countryside, Marine and Coastal Protection
- Our Built Environment
- Environmental Hazards

These chapters set out the themes behind the opportunities and challenges faced in the respective areas, the outcomes to be delivered and the indicators that will be used to measure the progress of the Plan. How the outcomes will be addressed is also covered in broad terms at the higher strategic policy level. (The supporting Action Plan which is appended to the Plan tiers the policy and outcomes down to specific actions which are amended and developed on a regular basis and produced as updated Action Plans.)

**Chapter 10** briefly explains the relationship between the objectives of this Environmental Plan and the population strategy.

**Chapter 11** establishes how the plan will be taken forward with time scales showing how the first Action Plan will be developed. It also provides an overview on the resource issues. Again as the plan is drafted at the higher "strategic guiding" level, the details of the resource issues are set out in the Action Plans. Thus, the Plan articulates at the higher level the resource implications in relation to the island resource strategies

for population, land use and energy; whilst the Action Plans address the financial resource requirements of the specific actions within a realistic time frame.

## **Chapter 1 – Guernsey’s Environmental Plan**

The purpose of this plan is to provide the direction and framework under which an environment for Guernsey which is sustainable, biologically diverse and protective of Guernsey’s traditional culture and values can be delivered and which supports and embraces the wise use of the resources around us.

### **1.1 Guernsey’s environment**

Whilst we may all, from time to time, take our environment for granted, few, if any of us, fail to appreciate the importance of it. Now, more than ever before, we have a shared understanding of the stresses and strains our environment faces. We understand that we are part of our environment and that the actions we take may well come back to haunt not only us but all the other animal and plant species that we share the planet with. We have come to realise that we must look at the global issues whilst acting at the local level. However, we also appreciate that our planet and our environment must evolve. It cannot be preserved in aspic. This Plan for Guernsey’s environment naturally highlights and prioritises issues that are common to developed and developing nations alike. It seeks to address global issues through applying local initiatives and solutions whilst at the same time enabling the people of Guernsey to enjoy the **wise and sustainable use** of their environment.

The Guernsey environment is unique and is central to every aspect of life. Our coastal zone, boasting one of the largest tidal ranges in the world, has a range of sea life to be envied and protected whilst the tides and bathymetry<sup>1</sup> offer the opportunity to harness clean, renewable energy. That same tidal zone along with the coastal fringe, rugged cliffs and natural flora and fauna provide Guernsey with a characteristic landscape worthy of international recognition. It also presents an opportunity and risk in terms of land reclamation and development and is the island’s first defence against the encroachment of the sea.

Guernsey’s countryside with its narrow lanes, earth banks, douits, vernacular architecture and small hedgerow bordered fields (supported by the dairy farming of a prized breed) presents a mosaic of land parcels where individual species and small constrained habitats are key to the island’s biodiversity.

The economy and the environment are closely linked. A healthy clean welcoming environment plays a vital role in attracting and retaining individuals and companies into Guernsey. Ensuring a sustainable environment does not necessitate a freeze on economic growth. An educated and flexible workforce with a high level skills base can deliver a growing, competitive, vibrant and diverse economy whilst still meeting environmental objectives. It is likely that such an economy will be supported by cutting

---

<sup>1</sup> The nature of the ocean floor, specifically its depth.

edge technology and systems delivering high added value and minimised demands on the environmental resources. However, not everyone will want to work in these technology- and finance-centred industries. Therefore, there is scope to use our agricultural and horticultural facilities to improve our self-reliance, providing low food mileage products.

Our environment also has obvious links with - and very real impacts on - our health and social wellbeing. Ground-level ozone is widely recognised as a secondary pollutant arising from vehicle emissions, and high levels have serious impacts on our respiratory health creating particular concerns for Asthmatics. Whilst on the other hand, a clean healthy atmosphere experienced in attractive outdoor places improves our sense of wellbeing and provides opportunities for social networking and health promotion through recreational activities.

The built environment, if planned to include open shared places that are safe to walk through and attractive to visit, contributes to the island's attractiveness as a place to live and do business. The links, therefore, between the Environmental, Economic and Social policies are clear. The environment is not something to be protected at the cost of those other policies but rather the three policy areas will be delivered in unity and mutual recognition. The Plan is therefore part of government strategy for delivering economic, health and social wellbeing.

## **1.2 Challenges and opportunities**

Living as a part of our environment requires us to manage the pressures that result from our activities, and those that nature imposes on us. Many activities are important in their own right and it must be recognised that accommodating these interactions presents pressures on the environment. These activities include:

- Provision of housing
- Transport both within and out of the island
- Enabling industry and commerce to thrive
- Provision of health facilities
- Agriculture, Horticulture and Fisheries
- Technological advancement and telecommunications
- Energy use

These activities introduce challenges and pressures which can be grouped under some key headings. The challenges that will be met by this plan, which will be covered in greater detail in Chapter 2, are:

- Energy demand and reducing the island's carbon footprint

- Population growth and constraints
- Solid waste management
- Land use competition
- Maintaining sustainable practices
- Liquid waste management
- Climate change impacts in particular coastal defence
- Biodiversity and in particular threats to the nature of the island's countryside including the coastal and marine environments

The policies, measures and outcomes that this plan seeks to deliver in order to meet these challenges are set out in Chapters 5 to 10.

It is important to recognise that these challenges do not stand in isolation. Economic and social policies need to demonstrate how they contribute to a sustainable environment whilst environmental policies must support sustainable economic growth and social wellbeing. Often the choices will not be easy and options will overlap or present conflict. Even within the environmental agenda such conflict exists. Low energy light bulbs present a more hazardous waste than their energy wasteful counter parts. Inefficient microgeneration systems may use more resources to build and install than they will ever pay back in energy saved. Such conflicts must be managed. We will seek to be decisive and transparent in our decisions and actions. We will strive for balance, always driven by the principles of sustainability.

## **Chapter 2 – The Challenges We Will Address up to 2030**

The monitoring carried out and the trends presented in the Sustainable Guernsey Report demonstrate that whilst some of our environmental indicators are improving, the majority are at best stable, with many showing a worsening trend.

Some of these trends are influenced by external global factors, whilst others reflect local practices and behaviour. States Members through workshops and subsequent discussion have identified eight key challenges that Guernsey faces during the life of this plan. These challenges are identified in the light of a recent history of growth and development encompassing increased consumption of resources and the resultant additional pollution burdens on the planet.

Guernsey cannot be immune from these global impacts, but neither can we be certain as to the extent of the impacts or when those impacts are likely to pose the greatest burden.

This Plan takes as a guiding principle the policy of prudent planning. Whilst taking a precautionary approach, the policies and actions will also seek to be proportionate,

seeking to strike a wise balance between **potential** risk and benefits.

## 2.1 Energy demand and reducing the island's carbon footprint

Natural fossil fuel reserves are by their very nature a limited resource. Establishing when they may no longer be readily available (and the resultant issues surrounding energy security) is not a prerequisite of setting a responsible and relevant environmental policy. It is sufficient to recognise that the **wise use** approach requires that a scarce non-recurring resource is not wasted. Such an approach demands that energy efficiency is key to the Plan along with substitution policies (moving away from fossil fuel to other fuel sources).

The Peak Oil Debate and energy security is driving the world's major governments to look at alternative energy sources and to drive technological development. Nuclear, hydro- and macro-scale wind farms are well developed. Solar and ground source are proven energy sources at the smaller scale but are not generally economically viable for Guernsey at present. Tidal and currents present the greatest area of development for macro power generation although jet stream wind and macro solar amongst others are also being examined. Guernsey's geography and bathymetry lends itself to the exploitation of tidal energy as a clean renewable and secure energy resource.

Burning fossil fuel releases pollutants ranging from particulates, to compounds containing sulphur and trace metals, through to the greenhouse gases that contribute to global warming. Once again, the **wise use** approach demands that clean energy options and substitution policies feature in the Plan. However, lead in times for ocean current generated energy and the practicalities of moving historic infrastructure provision away from fossil fuels act as barriers to a rapid and wholesale switch to clean energy. Similarly, air and sea transport are amongst the largest users of fossil fuels and present some of the greatest difficulties in delivering increased fuel efficiency through utilising clean fuels. Addressing Guernsey's reliance on the motor car also presents challenges and opportunities in respect of managing energy demand and addressing the island's carbon footprint.

The climate change impacts that result from the global use of fossil fuel are widely debated as being the greatest threat facing the world. Catastrophic events that have been postulated include: (i) population movement on a massive scale driven by land loss to sea, inland flooding, drought, disease vector spread and crop failure; (ii) large scale starvation resulting from crop failure, loss of land, contaminated water supplies and increased poverty; and (iii) loss of biodiversity involving the extinction of thousands of species resulting from a breakdown in food chains and eco systems as the result of temperature shifts disrupting breeding patterns.

The confidence levels at which such catastrophic events are postulated are low. Much will depend on how governments react over the next decade or two, and even more so on how natural feedback "control" mechanisms within the environment respond to the changes. At the local level apparent changes in weather events, breeding patterns, and onset of spring - for example - are already being noted and monitored.

Guernsey is presented not only with real challenges but real opportunities through taking practical and responsible steps to manage its energy consumption and reduce its carbon footprint, and hence its contribution to global pollution.

## 2.2 Population growth and constraints

It is clear that delivering an effective population strategy presents major challenges to Guernsey. This is due to factors such as: a constrained land mass, competing demands for enhanced infrastructure and development; policies that seek to support economic growth; the need to address the demographic issues of an aging population; the desire to diversify our workforce; and calls to increase local production of low value goods in order to reduce food miles.

Guernsey's population density is two and a half times higher than England, and the trend over the last 35 years in the island has been one of population growth. Conversely, over the life of this plan, population projection scenarios predict a fall in population unless migration is at or above +100.

Over the life of this plan migration to and from Guernsey is likely to be driven both by internal and external policies. Controlling the impacts of the latter may well present the greater challenge.

## 2.3 Solid waste management

Historically Guernsey has exploited the "resource" of redundant quarries as a means of providing landfill facilities for solid waste. However, such use has not been managed in accordance with the **wise use** principle and that largely remains the case to date. An empty quarry, or the prospect of a future empty quarry, has been seen as an opportunity to defer the introduction of alternative waste infrastructure rather than as a resource to be protected. Just like fossil fuel, an empty quarry is a limited non renewable resource. As such it demands a policy of **wise use**. Regardless of the preferences for waste treatment systems, it is essential that Guernsey, as part of a sustainable strategy, introduces waste treatment technology as soon as possible in order to protect what is left of its landfill resource.

Shipment of waste - or any fraction of waste - off island for treatment or disposal is a resource hungry activity. The land taken for waste storage prior to shipment, the amount of fuel used to transport lorries of waste around the island and subsequently the UK or Europe, and the resource use in terms of containers, pallets, wrappings, processing and handling equipment jointly constitute unsustainable practices. Guernsey, in accordance with the globally recognised principles must, as far as is reasonable, become self sufficient and sustainable in its waste management practices. This requires policies which support waste-minimisation, reuse and recycling and that provide for the safe effective and efficient treatment of residual waste, as is consistent with with best practical environmental techniques.

## **2.4 Land use competition**

The Sustainable Guernsey Report notes that 14.7% of available land in the Island has been used for the built environment. The policies applied by Guernsey over the last few decades have successfully directed the majority of all development into the urban area, thus protecting open spaces and “green lungs” within the rural area.

However, with a drive to diversify the island’s economic sectors; a need to provide for essential infrastructure including care facilities, homes, schools, water storage, energy provision, transport and waste treatment; a requirement to accommodate technological progress demanded by world class finance facilities; and a desire to provide enhanced culture and leisure facilities for locals, tourists and business visitors, the island faces very real land use competition.

This demand for development raises questions about the rural/urban area split and the policies relating to those areas, as well as the scope to reclaim land and exploit the foreshore. This in turn raises questions about the nature of development, the cultural identity of Guernsey and the sustainability of development techniques.

Guernsey must now develop a land use strategy fit for the next 25 years which addresses these issues and challenges.

## **2.5 Maintaining sustainable practices**

It is perhaps easier to appreciate the challenges when one considers the issue of unsustainable practices which generally can be identified as unsustainable resource use. The challenges of energy use and waste production are referred to separately. Historically, use of resources has been examined through the narrow focus of pollution impacts. An increased awareness leads us to look at the energy cycle. By considering all the steps involved in extracting the raw goods, processing them into a useable product, storing, distributing and eventually using that product, followed by safe disposal of the product at the end of its life, one can see the “life cycle impacts” and the “energy intensity” of resource use.

When any activity results in wastage or transfers energy from an available source to a lost or trapped source (for example locked away in landfill) the practice is clearly unsustainable. Many of our day to day activities constitute unsustainable practices.

Use of fossil fuels in transport, heating, power generation and as a raw component of production (especially in the plastic industry) is an example of unsustainable practices depleting a non renewable resource.

Over fishing of our oceans, nitrification of our land through the use of fertilisers, loss of habitats through land raising/reclamation projects, and over abstraction of ground water are all examples of unsustainable practices which deplete, below their natural replenishment ability, renewable resources. As well as depleting reserves such resource use generates pollution which puts additional strain on biodiversity and ecosystems.

The challenge for developed societies is to maintain the expected standards of living whilst reducing, and ultimately eliminating, unsustainable practices.

## **2.6 Liquid waste management**

The disposal of largely untreated liquid waste into the sea is seen by many as unacceptable and avoidable environmental pollution. Certainly such practices can present environmental pollution and resultant ecological damage in contained waters such as the Mediterranean basin or inland rivers and lakes. However, evidence of large scale pollution and ecological damage is less apparent in fast moving waters with very large tidal movement.

Sewage treatment works, with respect to their construction, present their own very real environmental issues including: developing on otherwise undeveloped land; use of resources including cement and aggregate in the large scale concrete constructions; energy use in construction and treatment of the waste; potential environmental hazards and nuisances resulting from the treatment works; and dependent on the technology, ongoing replacement of filter mediums.

Making the right environmental decision requires these factors to be assessed and balanced. Notwithstanding this, Guernsey faces significant pressure from lobby groups, environmentalists, the media and others to progress sewage treatment at the earliest opportunity.

The environmental merits of sewage treatment must also be considered against the competition for finance and resources generated by other projects including other identified environmental infrastructure. Setting a strategy for liquid waste management therefore presents an environmental, political, financial and resource challenge for the island.

## **2.7 Climate change impacts and coastal defence**

Storm severity and sea water rise are amongst the least predictable of the climate change impacts. Yet, whilst the confidence in predicting future trends in these areas is low, storm events and sea water overtopping represent the greatest physical climate change risks to Guernsey.

This uncertainty is exacerbated by the fact that constructing ever higher defences actually creates greater strength in the waves, and hence enhances their destructive and overtopping power. The alternatives - which include beach reprofiling, offshore reefs, managed retreat and localised design solutions - generally carry significant costs, lack certainty in their effect, and have other impacts in terms of lost biodiversity, landscape, geology etc.

The cost of maintaining and improving Guernsey's coastal defences over the next 30 years has been estimated to be in the order of £15 - 20 million pounds.

## **2.8 Biodiversity and threats to the nature of the island's countryside**

Guernsey is proud of its culture and heritage, and this is demonstrated through our desire to protect the appearance and feel of the countryside. For many years the small hedgerow and earth bank bordered fields have been managed by the dairy farmers. The resultant biodiversity, landscape and character are unique to Guernsey.

Significant areas of agricultural land have been lost to horticulture and then subsequently, with the decline of that industry, to other forms of development and use. Current policies seek to maintain and protect the best of the agricultural and horticultural land but pressure continues to convert farm land to recreational land. Farming support policies seek to ensure practices which protect and enhance the islands biodiversity. However, significant areas of former agricultural land are now under derelict glasshouses. Farms are becoming more mechanised, pressure mounts to convert redundant glass house sites to industrial use, and the dairy industry is threatened by external pressures and by the difficulty in bringing on new farmers. Labour costs and economies of scale are such that local produce struggles to compete with imported goods.

All these factors, if not realised and managed, present real risks with respect to the loss of Guernsey's farming heritage. Concomitantly, the landscape of the countryside could change to the detriment of the island's character, landscape and biodiversity.

### **Chapter 3 – Our Long Term Vision for Guernsey's Environment**

Our natural and built environment will be recognised as:

- Unique and central to every aspect of life
- An equal partner to our economic development
- Essential to our health and social wellbeing
- A fragile resource
- Demanding of sustainable and wise use

By 2030 consideration of our environment will be core to all policy decisions and actions and the environment will contribute to our island's economic and social wellbeing. Our local needs and actions will be delivered sustainably in recognition of global issues and local impacts.

We are committed to:

- A government that leads the community by good example
- Living within our environmental means
- Ensuring environmental issues are considered in all policy decisions and that all policy decisions take due account of environmental issues
- Providing factual timely and accurate information in order to enable people to take informed decisions
- Working with partners

Our priorities are (in no particular order):

- To reduce our carbon footprint and adapt to climate change
- To protect our biodiversity and countryside
- To maintain our unique identity and heritage
- To improve the management of our solid and liquid waste
- To conserve energy use and switch to cleaner fuels
- To promote sustainable practices
- To review our land use policies
- To address the issues associated with our changing population

## **Chapter 4 – How We Will deliver the Environmental Plan**

### **4.1 Leadership**

We will provide leadership by setting our objectives within this plan and by our policy decisions and actions being demonstrable of working towards those objectives. As an employer we will, amongst our staff, promote education on environmental issues and require our Non-Governmental Organisations to do likewise. We will require that environmental audit and consideration are given the same prominence as financial audit and corporate governance. We will adopt green procurement policies and environmentally supportive practices and procedures.

#### OUTCOMES

#### INDICATORS

OUTCOMES	INDICATORS
<b>1</b> The States of Guernsey will provide clear leadership through education, information and action on environmental	Adoption and application of accredited Environmental Management Systems Action plans will be regularly reviewed

issues and challenges	and incrementally progress the objectives set out in this plan
<b>2</b> The States will demonstrate delivery of its environmental priorities	Sustainable Guernsey reporting Ecological footprint

#### **4.2 Living within our environmental means**

We recognise that our society has needs that must be met. We recognise the need for economic growth and the provision of key public infrastructure. We also recognise that people have a right to better themselves and improve their standard of living and we recognise that these needs and actions will impact on the environment. Therefore, we must ensure that all such actions accord with the principles of **wise use** and sustainability.

##### OUTCOMES

##### INDICATORS

<b>3</b> Guernsey's environment in 2030 will be at least as healthy as it is in 2008	Ecological footprint Sustainable Guernsey Reporting
--	--

#### **4.3 Ensuring environmental considerations are deliberated in all policy decisions**

Part of the process of educating, informing and engaging is the requirement for environmental considerations to be explicit rather than implicit. This also contributes to transparency and hence healthy debate. Therefore, not only must our policy decisions take environmental considerations into account but these considerations also should be transparent and justifiable when subjected to challenge.

##### OUTCOMES

##### INDICATORS

<b>4</b> Environmental considerations will be integrated into all policies, programmes and service delivery	Inclusion of environmental justification in all States Reports and Department Operational Plans
<b>5</b> Reputable evidence will be available and used to inform the decisions ultimately taken	Adoption and application of accredited Environmental Management Systems

#### **4.4 Enabling people to make informed choices**

Accurate and timely information and education are key to enabling people to make informed decisions and hence contribute to achieving the outcomes set out in this Plan. Providing people with ways in which they can apply that information and knowledge to everyday activities is also key.

OUTCOMES	INDICATORS
<p><b>6</b> Education about environmental issues and impacts will have been provided and quality information will be readily available</p>	<p>Island wide census/survey Other relevant surveys</p>
<p><b>7</b> Individuals understand and take informed decisions about the way they impact with the environment</p>	<p>Trends in consumer behaviour Trends in waste water and energy use Sustainable Guernsey Reporting</p>

#### **4.5 Working with partners**

The environment is everyone's concern; it is not just a thing for "the government to put right". We recognise that many organisations have specific interests and responsibilities, and that only through clarity of roles and co-operative engagement can local and external parties jointly work to address the priorities and deliver the outcomes in this plan.

OUTCOMES	INDICATORS
<p><b>8</b> Stakeholders' roles and responsibilities will be understood by the government and public, leading to cooperative delivery of outcomes</p>	<p>Trends in stakeholder engagement</p>

#### **4.6 Communication and progress reporting**

Progress will be monitored through the indicators set out in this plan. Those indicators have not been selected solely on the basis of their ability to map progress towards outcomes but also in recognition, where possible, of their prior existence for other purposes (e.g. the Sustainable Guernsey Report). As a consequence many of the indicator trends will, in the first instance, appear in a range of other official reports. Therefore, in order to bring the indicators together into a meaningful resource against which the Plans progress can be monitored, it will be necessary for the regular revisions of the Action Plans to involve collating indicators and reporting on progress.

### **Chapter 5 – Climate Change**

As set out in the opening chapters, climate change may present the greatest environmental challenge we face during the life of this plan. Guernsey needs to reduce its contribution to global warming by reducing the greenhouse gases released. Guernsey also needs to improve its resilience to the climate change impacts it faces by increasing adaptation capacity, especially in respect of coastal defences.

OUTCOMES	INDICATORS
<p><b>9</b> There will be enhanced readiness to respond positively to impacts so reducing adverse effects of impacts</p>	<p>Adaptation strategies in place and progressed through updated action plans</p> <p>Performance against adaptation targets</p>
<p><b>10</b> The Island's contribution to green house gases will be reduced through leadership and engaging active community participation</p>	<p>Greenhouse gas inventory</p> <p>Climate change mitigation route map</p> <p>Ecological footprint</p> <p>Public awareness and engagement</p>

Annual action plans will address the following specific contributors to achieving these outcomes:

### **5.1 Sustainable practices**

Sustainability underpins all environmental policy. However, reducing greenhouse gas emissions runs at the very core of sustainable resource use. It requires greater energy efficiency, reduced energy wastage, a switch to cleaner fuels, a move away from unsustainable use of fossil fuels. These requirements in turn lead to consideration of self sufficiency and low fuel miles and hence land use policy. They require an examination of production and/or procurement, storage, distribution, maintenance and disposal of goods. We are committed to examining sustainable practices across all government and industry sectors, and to formulating actions to achieve gradual improvement.

### **5.2 Reduced carbon footprint**

Sustainable practices will lead to reduced carbon footprint. The largest gains can be made in terms of environmental improvements to energy production, energy efficiency, sustainable build, and transport. The energy policy will be reviewed and developed and the work streams will be incorporated into the annual Action Plans.

### **5.3 Adaptability**

Even with effective global mitigation policies, some climate change impacts will still be felt. Impacts that Guernsey can expect to experience include: changes in biodiversity; transformations in breeding patterns and thus impacts on the food chain, and in turn disrupted ecosystems; health impacts relating to temperature and humidity changes including vector transmission; property and infrastructure damage from increased storms and wet weather events; rising sea levels; possible transport disruption from storms and precipitation; higher energy demands to cool buildings and drinking water; and changes to our industry as a result of the above impacts.

Many of these impacts cannot be avoided but they can be managed, and so the severity

of the impact contained. We will identify adaptation challenges and formulate effective adaptation strategies with specific actions and target dates across all sectors. This work will be carried out in response to developing information, data sets and predictions.

#### **5.4 Coastal defence**

Managing coastal defences in a sustainable and cost effective way whilst delivering the required resilience to climate change presents a significant cost challenge. Not only do the coastal defences hold back the sea, but they also accommodate the outlets for and so place restrictions on surface water drainage. The coastal defence report setting out the “health” of coastal defences along with options for maintenance and development will require localised studies and decisions in order to enable appropriate and timely action to be taken. These studies include flood risk assessment as a result of overtopping, but more general flood risk assessment linked to surface water drainage will be required.

In some cases the options available potentially present major impacts on biodiversity, landscape, and coastal fringe land use. We will ensure the actions taken are timely, having fully explored and discussed the options.

#### **5.5 Manage change**

As indicated above, not all impacts can be resisted. With a warming climate habitats will change and species will migrate both to and from the island. Sea levels will rise as will temperatures. Trying to withstand these transformations will be fruitless. Past solutions, customs and practices may no longer be sustainable or appropriate in the future. Accepting the change and working with it to smooth the transition, and in turn reducing the adverse impacts whilst taking advantage of the benefits, requires a managed change approach. We will monitor and identify change patterns, consult on the potential impacts and formulate policies and actions to positively respond to change.

#### **5.6 Educate**

Government cannot deliver mitigation or adaptation change alone. Indeed in many cases the private sector is far better equipped to address these issues. Government will however lead by example, and acting in an open and consistent way we will ensure that sufficient information is available to enable informed decision making.

### **Chapter 6 – Resource and Energy Use**

Climate change is but one driver for sustainable policies on energy use. Other strong drivers are the non-renewable nature of this key resource, the peak oil debate, and the need for energy security and cost control. Similarly, energy is but one of the key resources that must be managed in a sustainable way. Water, land, stone, materials and waste are all important areas for consideration. States members have identified policies of energy conservation and a switch to renewable energy; water protection and conservation; and self sufficiency as being key areas to address. In this respect waste is considered, (it is also addressed as an environmental hazard in Chapter 9).

OUTCOMES	INDICATORS
<p><b>11</b> The amount of waste generated is minimised.</p>	<p>Recycling rates</p> <p>Quantity of waste to landfill</p> <p>Quantity of waste exported</p> <p>Quantity of primary waste processed</p> <p>Number of businesses implementing waste management policies</p>
<p><b>12</b> Water resources are effectively managed</p>	<p>Drinking water quality</p> <p>Ground water quality</p> <p>Water consumption per capita</p> <p>Quantity of water lost by leakage</p> <p>Percentage of grey water recycled</p>
<p><b>13</b> Guernsey's use of energy will be more sustainable</p>	<p>Energy consumption per capita</p> <p>Percentage of energy coming from clean renewable sources</p>

Annual action plans will address the following specific contributors to achieving these outcomes:

### **6.1 Waste**

Waste is generated at every point of the production chain from extraction of raw materials through to final disposal of the consumer good at the end of its life. At each step a waste audit can prompt a re-examination of practices leading to a reduction of that element of the waste stream. Businesses and the community will be encouraged, supported and incentivised to adopt a waste minimisation approach.

Waste that is generated will be managed in the most sustainable manner which accords with best practical environmental options.

### **6.2 Water**

Collecting, abstracting, storing, treating and distributing water is resource and energy

intensive. Consideration will be given to all stages, ensuring sustainable practices are optimised and resource use minimised. Businesses and the community will be encouraged, supported and incentivised to reduce water consumption and recycle grey water. Prevention of pollution and security of supply are key. Water quality will be monitored as well as ground water, and the water catchment area protected

### **6.3 Energy**

Those energy work streams set out in the Energy Policy approved by the States relate to environmental considerations, as opposed to those of security of supply. These workstreams will be taken forward and developed as part of the Action Plans which support this Environmental Plan. This will include actions on energy efficiency, clean energy, renewable energy, reduced consumption and education, encouragement, support and incentives.

### **6.4 Self-sufficiency**

Total self-sufficiency for Guernsey is not considered to be an achievable or necessarily desirable objective within the life of this Plan. Without a radical change in our use of labour and hence our approach to working and living in Guernsey, it would not be possible to produce food in quantities sufficient to meet our demands. Similarly without radical changes to our lifestyle expectations Guernsey could never be self sufficient in for example iron, steel, paper, plastics, technology, machinery, textiles or fuel.

We will, however, subscribe to a policy of reduced reliance on others and self sufficiency in specified areas. Incentives will be developed to encourage and support on island production and to protect land for agricultural and horticultural purposes. In the key area of energy, the works streams taken from the energy policy will contribute to self-sufficiency in energy production.

## **Chapter 7 – Biodiversity, Countryside, Marine and Coastal Protection**

The natural development of our planet and the evolution of species, and hence habitats dictate that ecosystems will develop and change. Whilst some species will survive and thrive, others will be lost and replaced by genetically “fitter” additions. Man is part of these ecosystems, not ruler of them, and it should not be our function to fight the plans of “mother nature”. However, man’s intervention in terms of land take and especially in respect of climate change impacts has been so severe that we have a duty to correct the pace of change and to support species and habitats giving them the time needed to adapt and evolve. Global biodiversity is being lost at an alarming pace and this biodiversity loss is reflected in Guernsey. Some of our native species are suffering due to fragmentation of habitats and the loss of salt marshes, soft coastal defences, unimproved land and wetlands. In addition, several species that are threatened are visitors to our shores, taking on food and resting before continuing their annual journey.

Guernsey’s natural biodiversity is perhaps more evident and prevalent in the marine

environment. This is particularly so within the intertidal zone where, to date, man's intervention has been largely restricted to replacing natural coastal defences with hard boulder, and concrete defences, along with some reclamation. Conversely the countryside that Guernsey cherishes and the biodiversity it supports is, in the main, a managed countryside. It is recognised, therefore, that the policies and actions set out in this chapter are not restricted to solely protecting indigenous species. They are also intended to deliver a rich biodiversity whilst at the same time supporting the appearance, character and traditions that make up our countryside and marine heritage.

OUTCOMES	INDICATORS
<b>15</b> Our biodiversity will be healthier	Biodiversity Report to be developed to partner the Sustainable Guernsey Report
<b>16</b> Specific species and habitats requiring targeted action will have been identified and supported	Public perception survey
<b>17</b> Our farming and countryside heritage will retain its distinctive character	

Annual action plans will address the following specific contributors to achieving these outcomes:

### **7.1 Dairy farming and agriculture**

This plan seeks to protect and enhance Guernsey's countryside. This countryside results from relatively small scale, dairy and vegetable farming. Biodiversity will be supported, and the traditional appeal of the countryside conserved through active policies covering areas such as, field margins, grassland, hedge row and tree management. Creation of specific habitats to support specific threatened species can be carried out on a relatively small scale and yet deliver significant impacts on the island's biodiversity. The government of Guernsey does not employ qualified field rangers in a "hands on" land management role. We will, therefore, seek to achieve enhanced engagement with land owners and voluntary organisations to deliver targeted objectives.

### **7.2 Landscape character**

Our landscape character is a result of our protected buildings and monuments, treasured trees, protected areas of high landscape quality, geodiversity (ranging from rocky shores, beaches and pebble banks through to hard and soft cliffs, open common, woodland and managed fields), the local vernacular and the work practices of our traditional industries. We will deliver policies and actions to support and protect this heritage.

### **7.3 Habitats and species**

The health of habitats can be monitored by the presence of indicator species whilst the diversity of habitats can be measured by habitat surveys. Full island habitat surveys

will be carried out, in conjunction with local voluntary organisations, at least every 10 years, supported by interim surveys of specified or threatened habitats. Action plans will be developed to support and enhance habitats and species, adopting an ecosystem approach.

#### **7.4 Marine and coastal protection**

The greatest threats to our seas come from overfishing, chemical pollution and damage to the intertidal zone from development such as reclamation. We will apply wise use ecosystem approaches to managing our territorial waters. In particular, Action Plans will ensure a sustainable intertidal zone rich in biodiversity.

Immediately beyond the sea defences lies an important habitat which requires salt spray and saline intrusion, nutrient poor highly drained soils and minimal footfall. This is the coastal fringe that constitutes Guernsey's "second" countryside. The coastal fringe is also an important buffer between the natural forces of the sea and the economically important hinterland. The coastal area will be managed in such a way that it presents a biologically diverse natural "park" whilst also delivering its protector function.

### **Chapter 8 - Our Built Environment**

Our constrained land mass brings both benefits and disadvantages. Our open spaces are readily available to all. There is no justification in considering that the countryside belongs to a privileged few as no resident of Guernsey is more than a short bus or cycle ride from our open spaces. On the other hand the impacts of development also affect the whole community. Decades of ribbon development, the dilapidation left from the horticultural industry, the necessary close proximity between different land use types, the drive to expand all industry sectors and our own demands for higher quality housing, work accommodation and streetscape all place unprecedented demands on our local environment. The Guernsey Tomorrow work is aimed at establishing how the people of Guernsey want the island to look and feel over the next few decades. This work will inform the policies that will shape our built environment.

#### **OUTCOMES**

#### **INDICATORS**

<p><b>18</b> Our built environment is of high quality, reflects our local distinctiveness and supports our communities</p>	<p>Community well being indicators in the Sustainable Guernsey Report</p>
<p><b>19</b> Our buildings embrace high environmental quality standards appropriate to the environment in which we live</p>	<p>House condition surveys Commercial building standards/survey. Percentage of new build meeting quality standards</p>
<p><b>20</b> Our heritage retains its distinctive character</p>	<p>Public perception surveys</p>

<p><b>21</b> Our unique identity will be protected and recognition given to the importance of our traditional architecture. Extreme care and sympathy will be exercised towards our culture and heritage in the application of modern architecture and developments</p>	<p>Public perception surveys</p>
---	----------------------------------

Annual action plans will address the following specific contributors to achieving these outcomes:

### **8.1 Land use competition**

Land for industry - specifically small scale, low key and starter sites - has dominated recent land use debates. However, the take up of land for industry is not restricted to availability issues. The perceived market worth of land, especially where that land has a perceived greater value for housing or office development acts as a strong incentive to landowners and developers to drive development opportunities away from small scale industrial development towards more profitable ventures. Similarly neighbours will resist industrial development in favour of perceived better neighbour activities.

The loss of storage facilities and residential accommodation to offices, and the subsequent loss of offices to disaster recovery and data centres place further stresses on a limited land stock. These issues are further complicated due to the natural resistance to optimising available space and site value by building higher (where such development is seen as undermining Guernsey's unique identity and damaging landscapes).

Similar land use competition issues will arise in relation to competing use of the sea bed and territorial waters. To date Guernsey has largely been immune from the marine spatial planning issues that have confronted areas such as the Solent. However, with the potential for major energy construction projects, deep water births, further land reclamation and the associated links to coastal defence it will be necessary to develop legislation and policies to manage land use competition in the marine environment.

These competing issues will be managed through robust planning policy statements developed in the light of hard factual data and debated/challenged by the community through planning inquiries.

### **8.2 The urban/rural divide**

As a direct consequence of the desire to protect our countryside from further ribbon development, to avoid the loss of open spaces and to optimise the use of our existing road and utilities infrastructure, planning policies have directed development towards the urban area. This has led to the urban/rural divide which is, in some quarters, seen as a distinction which now embraces community ownership rather than simply development opportunities. The perception is that rather than the people of Guernsey

owning a thriving urban area as well as having the benefit of being able to enjoy the tranquillity of the rural area, ownership is divided between “us and them”. This in turn leads to calls for more development in the rural area, relaxing the pressures on the urban area.

If not carefully managed, such calls obviously have the potential, if not carefully managed, to result in lost open spaces, lost biodiversity, lost landscape character and lost heritage. Conversely, development within the urban area increases the stresses on our transport infrastructure and contributes to congestion and the associated pollution. Such development also places additional strain on the utilities infrastructure, depletes urban open spaces, and mitigates against the creation of local sustainable communities. Once again these competing issues will be managed through robust planning policy statements developed in the light of hard factual data and debated/challenged by the community through planning inquiries.

### **8.3 Heritage preservation**

Previous sections of this plan have referred to protection of our heritage traditions. With regard to the built environment, the issue is one of ensuring appropriate protection is afforded to important buildings, structures, monuments and archaeology. The listing of Guernsey properties has been developed piecemeal and there are currently no support packages available to ensure Guernsey’s most important buildings are conserved. The provisions of the new planning law will be used to ensure a comprehensive robust listing supported by conservation areas, effective policies, strategies and incentives to ensure the appropriate conservation and protection of Guernsey’s built heritage.

### **8.4 Architecture and design**

This Plan will promote quality architectural design incorporating high environmental quality standards, taking due account of Guernsey’s heritage and identity. Government will set a positive example in this area.

## **Chapter 9 - Environmental Hazards**

Environmental hazards, for the purposes of this plan, include environmental nuisances and pollution. Generally the distinction is largely one of magnitude. Whilst Guernsey is not immune to the potential of large scale environmental hazards, including major oil and chemical spills and the risks associated with nuclear contamination, it is in the area of local environmental pollution and nuisance that effective local action can be delivered.

### **OUTCOMES**

### **INDICATORS**

<b>22</b> A reduction in air pollution	Air quality
<b>23</b> Improved ground water quality	Ground water quality

<p><b>24</b> Solid and Liquid waste disposal will accord with environmentally acceptable methods</p>	<p>Licences granted under the ‘Control of Pollution’ legislation</p>
<p><b>25</b> Emergency plans will be in place to deal with major incidents</p>	<p>Emergency response simulations including external assessment</p>
<p><b>26</b> The risks associated with radon and electromagnetic radiation will be disseminated</p>	<p>Public knowledge/perception survey</p>

Annual action plans will address the following specific contributors to achieving these outcomes:

### **9.1 Waste disposal (solid and liquid)**

Whilst waste disposal can be an emotive subject, as for all environmental policy, actions taken should be the result of well reasoned evidence-based research. That research, whilst reflecting local circumstances, must take into account global issues reflecting local circumstances, acknowledging sustainability and self sufficiency concerns. The ‘Best Practical Environmental Option’ route which is defined in the ‘Environmental Pollution (Guernsey) Law, 2004’ takes, as a starting point, international ‘Environmental Quality Standards’ (the standard to be met in the air/water/land subject to the discharges). Those standards allow environmentally safe discharges to be set. The legislation also sets out the principle of ‘Best Available Techniques’ (which regulates the technology used to process the waste). These two provisions, which exist in Guernsey and European legislation, require consideration to be given to local circumstances and constraints. The premise is that one size does not fit all, but that by setting international standards and applying local constraints, the best environmental solution can be delivered. Decisions will be taken in respect of our waste disposal that do not compromise these legislative provisions, ensuring that action is taken sooner rather than later to bring waste disposal under effective environmental controls.

### **9.2 Traffic pollution (ozone)**

Ground level ozone is fast becoming one of the most prevalent environmental air pollutants and is linked to seasonal incidents of asthma and other respiratory attacks. Ozone is a secondary pollutant that results from the actions of sunlight on primary chemical and particle pollutants largely generated by the internal combustion engine (traffic). We will monitor ozone levels and follow research into dealing with the ozone problem. We will continue to deliver actions and incentives to reduce traffic pollution both by encouraging cleaner emissions and by supporting reduced use of motor vehicles.

### **9.3 Nuclear**

In terms of carbon footprint, nuclear power is a clean energy. It appears at present that nuclear energy has a major role to play over the next two decades in meeting Europe’s

clean energy and green house gas emission commitments pending the development of alternative renewable power generators. Guernsey already sources a significant proportion of its power from nuclear sources and will continue to do so for the short to mid-term. Whilst Guernsey has no direct control over the construction and operation of European nuclear plants we will continue our radiation monitoring programmes. Guernsey will liaise closely with our French and UK counterparts to best ensure that the nuclear industry accords with required legislative and industry safety standards, and that emissions do not pose a threat to our environment.

## **Chapter 10 – Population**

The SSP is structured around 3 strategic plans: Environment, Social, and Economic. These plans jointly set out the vision and direction for Guernsey and are then supported by a number of resource plans which set out the resources necessary to deliver that vision and direction. The resource plans will include the Strategic Land Use Plan and, importantly, the population strategy.

It is not within the remit of this Environmental Plan to seek to set the population strategy anymore than it is to set the land use strategy. Notwithstanding this, the population has been identified by government as one of the island’s key challenges (as set out in Chapter 2). Therefore it is appropriate to draw together some of the population issues that must be addressed in order for this Plan to be delivered.

### **10.1 Climate change mitigation and energy use**

Globally, both population and energy use per capita has doubled during the second half of the 20<sup>th</sup> century. Without redress this combination will continue to drive an exponential growth in fossil fuel use. For Guernsey the situation is no less real. Any reduction in energy use per capita can quickly be offset by population growth. However, many of the policies and strategies necessary to deliver this Environmental Plan necessitate either a population growth or a shift in the activities the current population engages in.

### **10.2 Climate change adaptation and land use**

Climate change can lead to water table rise, sea ingress and large areas of flooding. Potentially this can result in the loss of available land for habitation, infrastructure and crops. This in turn leads to increased density of development. Such impacts are aggravated by unconstrained population growth.

### **10.3 Driving the environmental agenda**

Education, leadership, innovation and engagement all require government and industry to divert resources from the standard “industry” activities of: (i) product design and development; (ii) distribution and placement; and (iii) pricing and control. As a simple example, driving the recycling agenda and promoting energy efficiency has required the States to employ dedicated resources. Business houses are similarly employing

environment advisors/officers. The “environment industry” is itself growing with more resources being employed in specialist environmental technology and services areas. The environment industry does, of course, present Guernsey with an opportunity to diversify its economic base, but unless that diversification can contribute in real terms to Guernsey’s economic strategy the environment industry will be seen as a drain on other industry resources leading to further demands for immigration and hence population growth.

#### **10.4 Sustainable practices**

It is necessary to draw a distinction between self-sufficiency and sustainable practices. Self-sufficiency generally takes a local perspective. It requires us to live within our own local means producing our own food and disposing of our own waste. Self sufficiency for Guernsey is not practically achievable without radical changes to our lifestyle and standards of living. Guernsey cannot produce in quantities to meet its own demands coal, iron, steel, paper, wool, fuel or food (to name but a few resources). Sustainable practices, on the other hand, require us to take informed decisions about our global activities and ensure our wise use of the world’s resources. The objective is to strive to get ever closer to the equilibrium where our use of resources is matched by the natural replenishment of those resources. This can be achieved by reducing resource use per capita or by reducing the population. For Guernsey to have a vision of a sustainable community it is necessary to continually monitor and manage the relationship between the island’s population and the population’s use of resources. In that respect, the location of the population and the concept of small sustainable communities is relevant.

#### **10.5 Biodiversity and countryside/coastal protection**

The challenges and vision set out in this plan clearly relate to the protection of a managed countryside rather than wild/natural countryside. The environment Guernsey wishes to protect is as much about its traditions, appearance and culture as it is about natural habitats. The managed countryside Guernsey wishes to protect and retain requires an active farming community largely reliant on traditional farming practices. As such, it is necessary for the economic strategy to recognise and support the role of the dairy, agricultural and horticultural industries. This presents a continuing labour demand, and hence a legitimate population consideration.

### **Chapter 11 – Taking the Plan Forward**

This chapter is different to all the other chapters of this plan in that it is transitory, and so time limited. The vision of this Plan is that it is high level strategic and outcome based, and therefore should remain largely unchanged over its life. Detailed actions and progress reporting are being confined to Action Plans that are renewed on a regular basis, and which incrementally build towards delivering the outcomes set out in this Plan. However, until government has formally debated the content of this plan and approved or amended the priorities, outcomes and indicators it is not possible to move forward in delivering first detailed Action Plan. This chapter therefore, briefly sets out

how it is envisaged that this Environmental Plan and its associated Action Plans will be developed.

The SSP process requires that the actions approved by the States in delivering the SSP over the 4 year life of the Assembly are approved in the knowledge of the resource issues surrounding those actions. Actions, therefore, require an estimated allocation in terms of capital revenue and human resource. For the purposes of the Environmental Plan it is envisaged that the resource issues are identified and set out in an annex attached to each Action Plan. In this way the successive Action Plans which form the appendices to this Environmental Plan will contain the resource requirements relevant to that Action Plan, leaving this Plan to stand as a high level strategic document unencumbered by detail.

The Policy Council's Environmental Policy Working Group is of the view that States members should be afforded the opportunity through workshop(s) to participate in the development of successive Action Plans. This correlates with the way that all States members were afforded the opportunity to participate in setting the priorities and outcomes of this plan. Through their participation, States members who own the States Strategic Plan will be able to contribute to the priorities, level of detail and resource allocation necessary to deliver the Environmental Plan outcomes.

The Environmental Policy Working Group envisages that after the debate of this Environmental Plan and First Action Plan the working group will then engage with relevant States Departments in order to refine the actions and identify the resource requirements. The Environmental Plan (as amended and adopted by the States) together with the draft first Action Plan (including the resources annex) will form part of the subsequent SSP debates.

Thereafter, the Environmental Policy Working Group will review and monitor progress in implementing the actions. The Group will also co-ordinate the subsequent revision and development of the Action Plans through regular workshops. Each successive Action Plan, along with its associated resources annex will the form part of the SSP debates.

The Action Plans will be instrumental in achieving the outcomes, and as such the level of detail within the Action Plans will increase incrementally. It can be envisaged that in the majority of cases, the actions contained in the early Action Plans will be fairly broad in scope. Furthermore, actions contained in subsequent Action Plans will build on the information gained from (and impacts of) the earlier actions. This also accords with the premise of the SSP, in that the SSP should set the direction and priorities without micro-managing the delivery of those priorities by the respective departments.

## **Appendix 1 – Summary of Outcomes**

### **Vision**

By 2030 consideration of our environment will be core to all policy decisions and actions; our environment will contribute to our islands economic and social wellbeing. Our local needs and actions will be delivered sustainably in recognition of global issues and local impacts.

### **OUTCOMES**

### **INDICATORS**

1	The States of Guernsey will provide clear leadership through education, information and action on environmental issues and challenges	Adoption and application of accredited Environmental Management Systems  Action plans will be regularly reviewed and incrementally progress the objectives set out in this plan
2	The States will demonstrate delivery of its environmental priorities	Sustainable Guernsey Report Ecological footprint
3	Guernsey's environment in 2030 will be at least as healthy as it is in 2008	Ecological footprint  Sustainable Guernsey Report
4	Environmental considerations will be integrated into all policies, programmes and service delivery	Inclusion of environmental justification in all States Reports and Department Operational Plans
5	Reputable evidence will be available and used to inform the decisions ultimately taken	Adoption and application of accredited Environmental Management Systems
6	Education about environmental issues and impacts will have been provided and quality information will be readily available	Island wide census/survey  Other relevant surveys

7	Individuals will understand, and take informed decisions about, the way they interact with the environment	Trends in consumer behaviour Trends in waste water and energy use Sustainable Guernsey Report
8	Stakeholders' roles and responsibilities will be understood leading to co-operative delivery of outcomes	Trends in stakeholder engagement
9	There will be enhanced readiness in the Island to respond positively to [climate change] impacts, consequently reducing adverse effects of impacts	Adaptation strategies in place and progressed through updated action plans Performance against adaptation targets
10	The Island's contribution to greenhouse gases will be reduced through leadership and engaging active community participation	Greenhouse gas inventory Climate change mitigation route map Ecological footprint Public awareness and engagement
11	The amount of waste generated will be minimised	Recycling rates Quantity of waste to landfill Quantity of waste exported Quantity of primary waste processed Number of businesses implementing waste management policies
12	Water resources will be effectively managed	Drinking water quality Ground water quality Water consumption per capita

		Quantity of water lost by leakage Percentage of grey water recycled
13	Guernsey's use of energy will be more sustainable	Energy consumption per capita Percentage of energy coming from clean renewable sources
14	Guernsey will be more self sufficient	Self-sufficiency indicators to be developed as part of the Sustainable Guernsey Report
15	Our biodiversity will be healthier	Biodiversity report to be developed to partner the Sustainable Guernsey Report
16	Specific species and habitats requiring targeted action will have been identified and supported	Biodiversity action plans
17	Our farming and countryside heritage will have retained its distinctive character	Public perception survey
18	Our built environment will be of high quality, reflecting our local distinctiveness and supporting our communities	Community well being indicators in the Sustainable Guernsey Report
19	Our buildings will embrace high environmental quality standards	House condition surveys Commercial building standards/survey
20	Our heritage will retain its distinctive character	Percentage of new build meeting quality standards Public perception surveys
21	Our unique identity will be protected and recognition given to the	Public perception surveys

	importance of our traditional architecture. Extreme care and sympathy will be exercised towards our culture and heritage in the application of modern architecture and developments	
22	There will be a reduction in air pollution	Air quality
23	There will be improved ground water quality	Ground water quality
24	Solid and liquid waste disposal will accord with environmentally acceptable methods	Licences granted under the Control of Pollution legislation
25	Emergency plans will be in place to deal with major incidents	Emergency response simulations including external assessment
26	The risks associated with radon and electromagnetic radiation will be disseminated	Public knowledge/perception survey

## **Appendix 2 – First Action Plan**

### **Introduction**

This first Action Plan sets out those work streams which have been prioritised for action during 2009 and 2010 and which, along with subsequent work streams identified in future action plans, will deliver the outcomes set out in the Environmental Plan.

The Action Plan sets out the policy objective and the outcome(s) to be achieved, as referenced within the Environmental Plan, and then sets out the specific action(s) and body accountable for delivery. The Plan also provides an indication of additional resource requirements beyond those already available to departments.

The Environmental Plan also sets out indicators against which the success of achieving outcomes will be measured. As these indicators are developed and data collated progress can be monitored. This progress will be reported in future action plans.

One of the overriding objectives of the States Strategic Plan (formerly the Government Business Plan) is to prioritise the allocation of resources. The Environmental Plan and

this first Action Plan form part of the States Strategic Plan and as such also prioritise actions according to available resources. As such actions have not been identified for every outcome listed in the environmental plan. Rather, this first Action Plan concentrates, in the main, on establishing the background information, data, issues and costs to allow subsequent action plans to be developed on the basis of accurate factual data. This approach accords with outcome 5 “*Reputable evidence will be available and used to inform the decisions ultimately taken*”.

## **ACTION AREA 1: CLIMATE CHANGE**

### **Policy Statement**

Reduce Guernsey’s contribution to global warming by reducing greenhouse gas emissions; and improve the Island’s resilience to the effects of climate change by increasing adaptation capacity, especially in respect of coastal defences.

### **Key Outcomes**

- 10 *The Island’s contribution to green house gases will be reduced through leadership and engaging active community participation:*

### **Action**

- i.) Co-ordinate the implementation and monitoring of the subordinate policies outlined in Headline Policy 1 (Reduce overall energy usage and minimise wastage) of the States’ Energy Policy.

**Lead:** Energy Policy Group [direction already approved by the States]

**Resource Requirement:** £250,000 per annum as identified in the Energy Policy Summary of the States Strategic Plan.

### **Key Outcomes**

- 9 *There will be enhanced readiness in the Island to respond positively to [climate change] impacts, consequently reducing adverse effects of impacts*

### **Action**

- ii) Investigate the probable effects of sea-level rises and coastal defences –localised flood studies.

**Lead:** Environmental Policy Group

**Resource Requirement:** £300,000

**Action**

- iii.) All States Departments to identify the probable impacts of climate change within their mandated areas of responsibility (taking into account latest UK Government climate change projections), and the potential actions to be taken to address these effects

**Lead:** Environmental Policy Group

**Resource Requirement:** Within departments existing resources.

<p><b>Other outcomes supported by actions i) to iii):</b> 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 13, 14, 19, 22, and 24</p>
---

## **ACTION AREA 2: RESOURCE AND ENERGY USE**

**Policy Statement**

Guernsey's key resources of waste, water, land, stone and energy should be managed in a sustainable way; and as far as is possible, the Island should reduce its reliance on others and become more self-sufficient in specified areas.

**Key Outcomes**

4. Environmental considerations will be integrated into all policies, programmes and service delivery
- 5 Reputable evidence will be available and used to inform the decisions ultimately taken
- 11 The amount of waste generated will be minimised
- 24 Solid and liquid waste disposal will accord with environmentally acceptable methods

**Action**

- iv.) Identify and consider the life-cycle issues of waste management in Guernsey

**Lead:** Environment Department

**Resource Requirement:** Within departments existing resources

- v.) Having due regard to social acceptability identify the best practical environmental options in respect of waste management practices.

**Lead:** Environment Department

**Resource Requirement:** Within departments existing resources

**Key Outcomes**

- 4. Environmental considerations will be integrated into all policies, programmes and service delivery
- 5 Reputable evidence will be available and used to inform the decisions ultimately taken
- 12 Water resources will be effectively managed

**Action**

- vi.) Investigate the practicality and desirability of establishing policies and incentives to promote grey water recycling.

**Lead:** Public Services Department

**Resource Requirement:** Within departments existing resources

**Key Outcomes**

- 9. There will be enhanced readiness in the Island to respond positively to [climate change] impacts, consequently reducing adverse effects of impacts
- 10. The Island's contribution to green house gases will be reduced through leadership and engaging active community participation

**Action**

- vii.) Investigate the practicality and desirability of incentivising an increase in local food production on Guernsey.

**Lead:** Commerce and Employment Department

**Resource Requirement:** Within departments existing resources

**Key Outcomes**

- 10. The Island's contribution to green house gases will be reduced through leadership and engaging active community participation
- 22 There will be a reduction in air pollution

**Action**

- viii.) Reduce traffic pollution by encouraging cleaner emissions and supporting reduced use of motor vehicles

**Lead:** Environment Department

**Resource Requirement:** Within identified Transport Strategy resources

**Other outcomes supported by actions iv to viii: 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 14, 17, 22, 24,**

### **ACTION AREA 3: BIODIVERSITY, COUNTRYSIDE AND COASTAL PROTECTION**

**Policy Statement**

Manage Guernsey's natural countryside and marine environment so as to ensure that species and habitats are supported, a rich biodiversity is encouraged, and the appearance, character and traditions which make up our heritage are supported.

**Key Outcomes**

15. Our biodiversity will be healthier
16. Specific species and habitats requiring targeted action will have been identified and supported

**Action**

- ix.) Undertake a full island habitats survey and identify habitat changes since the 1999 survey.

**Lead:** Environment Department

**Resource Requirement:** £35,000

- x.) Identify requirements in order to progress extending the UK's signatory to the United Nations Convention on Biological Diversity, to Guernsey

**Lead:** Environment Department

**Resource Requirement:** Within departments existing resources

- xi.) Identify legislative and policy mechanisms for the generation of a Marine Spatial Plan delivering the sustainable eco system approach.

**Other outcomes supported by actions ix) to xi): 1, 2, 3, 4, 5, 6, 7, 8, 9, 15, 16,**

## **ACTION AREA 4: OUR BUILT ENVIRONMENT**

### **Policy Statement**

Manage Guernsey's constrained land mass to ensure the wise use of land; that our built environment embraces high environmental quality standards appropriate to the environment in which we live; and that our heritage retains its distinctive character.

### **Key Outcomes**

18. Our built environment will be of high quality, reflecting our local distinctiveness and supporting our communities

### **Action**

- xii.) Review the structure of the islands spatial planning policies and specifically the desirability and practicality of maintaining the UAP/RAP divide.

**Lead:** SLPG

**Resource Requirement:** Within departments existing resources

### **Key Outcomes**

19. Our buildings will embrace high environmental quality standards  
20. Our heritage will retain its distinctive character

### **Action**

- xiii.) Develop positive planning guidance generally and specifically in respect of listed buildings and conservation areas.

**Lead:** Environment Department

**Resource Requirement:** Within departments existing resources

- xiv.) Review policies for the determination of listed buildings.

**Lead:** Environment Department

**Resource Requirement:** Within departments existing resources

- xv.) Review planning policies concerning the use of dilapidated sites, principally those left from the agricultural and horticultural industry.

**Lead:** Environment Department

**Resource Requirement:** Within departments existing resources

- xvi.) Review the practicality and desirability of enhancing policies and support mechanisms to protect Guernsey's rural culture with specific reference to traditional agricultural practices and dairy farming.

**Lead:** Commerce and Employment Department

**Resource Requirement:** Within departments existing resources

**Other outcomes supported by actions xii to xvi: 1, 2, 3, 4, 5, 6, 7, 8, 18, 19, 20,**

### Annex A - Summary of Actions

Action	Lead	Resource Requirement
i) Co-ordinate the implementation of the subordinate policies outlined in Headline Policy 1 (Reduce overall energy usage and minimise wastage) of the States' Energy Policy.	Energy PG	£250,000 as identified in the Energy Policy Summary.
ii) Investigate the probable effects of sea-level rises on coastal defences –localised flood studies	ED	£300,000
iii) Departments to identify probable impacts of climate change within their mandated areas of responsibility (taking into account latest UK Government climate change projections), and the potential actions to be taken to address these effects.	Env. PG	Within departments existing resources
iv) Identify and consider the life-cycle issues of waste management in Guernsey.	ED	Within departments existing resources.
v) Having due regard to social acceptability identify best practical environmental options in respect of waste management practices.	ED PSD	Within departments existing resources.
vi) Investigate the practicality and desirability or establishing policies and incentives to promote grey water recycling.	PSD	Within departments existing resources

vii)	Investigate the practicality and desirability of incentivising an increase in local food production on Guernsey.	C&ED	Within departments existing resources
viii)	Reduce traffic pollution by encouraging cleaner emissions and supporting reduced use of motor vehicles	ED	Within identified Transport Strategy resources
ix)	Undertake a full island habitats survey and identify key habitat changes since the 1999 Survey.	ED	Within departments existing resources
x)	Identify requirements in order to progress extending the UK's signatory to the United Nations Convention on Biological Diversity, to Guernsey.	ED	Within departments existing resources
xi)	Identify legislative and policy mechanisms for the generation of a Marine Spatial Plan delivering the sustainable eco system approach	ED	Within departments existing resources
xii)	Review the structure of the islands spatial planning policies and specifically the desirability and practicality of maintaining the UAP/RAP divide.	SLPG	Within departments existing resources
xiii)	Develop positive planning guidance generally and specifically in respect of listed buildings and conservation areas.	ED	Within departments existing resources
xiv)	Review policies for the determination of listed buildings.	ED	Within departments existing resources
xv)	Review planning policies concerning the use of dilapidated sites, principally those left from the agricultural and horticultural industry.	SLPG	Within departments existing resources
xvi)	Review the practicality and desirability of enhancing policies and support mechanisms to protect Guernsey's rural culture with specific reference to traditional agricultural practices and dairy farming.	C&ED	Within departments existing resources

**(NB The Treasury and Resources Department notes the resource requirements of the three strategic plans which accompany this Report; the prioritisation of which will take place as part of the States Strategic Plan process. Any additional resources agreed will be allocated as part of the annual budget process.**

**The Department fully supports the principle that there will be no new money for the delivery of new services. Any service developments will need to be funded through savings realised by the Fundamental Spending Review.)**

The States are asked to decide:-

Whether, after consideration of the Report dated 1<sup>st</sup> June, 2009, of the Policy Council, they are the opinion:-

Fiscal and Economic Policy Plan:

1. To approve the States Fiscal and Economic Plan and the economic principles and strategies on which it is based.
2. To endorse the prioritisation of policy initiatives requiring new resources as set out in States Fiscal and Economic Plan covering the period 2009-2013 and affirm support for the continuing initiatives as also set out, but also noting that these priorities will need to be considered and prioritised alongside the other service developments to be detailed in the States Strategic Plan to be debated by the States in September 2009.
3. To note the implications of the States Fiscal and Economic Plan for the other strategic policy plans and resource strategies forming part of the overall States Strategic Plan.

Social Policy Plan:

4. To approve the States Social Policy Plan, including the core values/strategic objectives for social policy as set out in the Plan.
5. To endorse the prioritisation for social policy initiatives requiring new resources as set out in the Social Policy Plan covering the period 2009-2013, but noting that these priorities will need to be considered and prioritised alongside the other service developments detailed in the States Strategic Plan to be debated by the States in September 2009.
6. To approve that research into Disability Discrimination legislation and a Disability Strategy should be progressed ahead of research into Civil Partnerships, but behind the research on the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW).

7. To note the implications of the States Social Policy Plan for the other strategic policy plans and resource strategies forming part of the overall States Strategic Plan.

Environmental Policy Plan:

8. To approve the States Environmental Policy Plan, including the core values/strategic objectives for environmental policy as set out in the Plan.
9. To endorse the prioritisation for environmental policy initiatives requiring new resources as set out in the Environmental Policy Plan covering the period 2009-2013, but noting that these priorities will need to be considered and prioritised alongside the other service developments detailed in the States Strategic Plan to be debated by the States in September 2009.
10. To note the implications of the Environmental Policy Plan for the other strategic plans and resource strategies forming part of the overall States Strategic Plan.

# IN THE STATES OF THE ISLAND OF GUERNSEY ON THE 15<sup>th</sup> DAY OF JULY, 2009

The States resolved as follows concerning Billet d'État No XVIII  
dated 12<sup>th</sup> June 2009

## POLICY COUNCIL

### STRATEGIC PLANS FOR FISCAL AND ECONOMIC POLICY, SOCIAL POLICY AND ENVIRONMENTAL POLICY

After consideration of the Report dated 1<sup>st</sup> June, 2009, of the Policy Council:-

#### Fiscal and Economic Policy Plan:

1. To approve the States Fiscal and Economic Plan and the economic principles and strategies on which it is based.
2. To endorse the prioritisation of policy initiatives requiring new resources as set out in States Fiscal and Economic Plan covering the period 2009-2013 and affirm support for the continuing initiatives as also set out, but also noting that these priorities will need to be considered and prioritised alongside the other service developments to be detailed in the States Strategic Plan to be debated by the States in September 2009.
- 2.A To require that the forecasting and modelling identified as a key initiative in Table 1 on page 1137 shall embrace all potential revenue raising measures, including taxes on income and profit, taxes on property, fees, duties, charges and social security contributions, and shall identify the effects of such measures, together with related allowances and rebates, on individuals and companies.
3. To note the implications of the States Fiscal and Economic Plan for the other strategic policy plans and resource strategies forming part of the overall States Strategic Plan.

#### Social Policy Plan:

4. To approve the States Social Policy Plan, including the core values/strategic objectives for social policy as set out in the Plan, save that the overarching core values as listed at paragraph 5.1 of the Plan [p. 1158 of the Billet] shall include the duty of individuals to take personal responsibility to the fullest extent possible for the welfare and actions of themselves and their children.
5. To endorse the prioritisation for social policy initiatives requiring new resources as set out in the Social Policy Plan covering the period 2009-2013, but noting

that these priorities will need to be considered and prioritised alongside the other service developments detailed in the States Strategic Plan to be debated by the States in September 2009.

6. To approve that research into Disability Discrimination legislation and a Disability Strategy should be progressed ahead of research into Civil Partnerships, but behind the research on the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW).
7. To note the implications of the States Social Policy Plan for the other strategic policy plans and resource strategies forming part of the overall States Strategic Plan.

Environmental Policy Plan:

8. To approve the States Environmental Policy Plan, including the core values/strategic objectives for environmental policy as set out in the Plan, except that the "vision" set out in the boxes on page 1216 and at the top of page 1232 shall be changed to read:

"Consideration of our environment will be core to all policy decisions and actions. Environmental policy will be equal, not subservient, to economic and social policy. The quality of our environment will be protected and enhanced. The Island will respond in an environmentally sustainable and sensitive way to local issues and existing and emerging global challenges".

9. To endorse the prioritisation for environmental policy initiatives requiring new resources as set out in the Environmental Policy Plan covering the period 2009-2013, but noting that these priorities will need to be considered and prioritised alongside the other service developments detailed in the States Strategic Plan to be debated by the States in September 2009.
10. To note the implications of the Environmental Policy Plan for the other strategic plans and resource strategies forming part of the overall States Strategic Plan.

S M D ROSS  
HER MAJESTY'S DEPUTY GREFFIER