

STATES OF DELIBERATION

29th September, 2010

Billet d'État No. XIX

AMENDMENT

Proposed by: Deputy L S Trott
Seconded by: Deputy C N K Parkinson

Policy Council
States Strategic Plan 2010-2015

To delete the propositions and substitute the following:-

A. Fiscal and Economic Policy Plan

1. To endorse the updated summary of the Fiscal and Economic Policy Plan as described in Appendix 2.

B. Social Policy Plan

2. To endorse the amendment to the principal objectives of the Social Policy Plan as set out in Section 3 of that Report.
3. To endorse the updated summary of the Social Policy Plan as described in Appendix 2.
4. To rescind Resolution 6 on Article VII of Billet d'État XXV of 2003.

C. Environmental Policy Plan

5. To endorse the amendment to the principal objectives of the Environmental Policy Plan as set out in Section 3 of that Report.
6. To endorse the updated summary of the Environmental Policy Plan as described in Appendix 2.

D. Prioritisation of Legislation

7. To note the establishment of the advisory Prioritisation of Legislation Working Group and proposed new arrangements to prioritise the drafting of approved legislation as set out in Section 6 including annual reports to the States as part of the SSP review.

E. Operational Plans

8. To note the updated summaries of the Policy Council, States Departments and Committees Operational Plans as described in Appendix 4.

F. New Service Developments

9. To approve the allocation of £2.4m, to be accrued from efficiency savings through the FTP, to fund New Service Developments in 2011.
10. To approve in principle the list of New Service Developments for 2011 as set out below and to direct that comprehensive cases for funding shall be prepared before final approval is given for each new initiative:
 - A. Development of the Guernsey Mental Health and Wellbeing Strategy (£180,000).
 - B. Community Service Scheme (£150,000).
 - C. Domestic Abuse Strategy (£160,000).
 - D. Children and Young People's Plan (£502,000).
 - E. Housing Control Staff (3 Posts) (£108,000).
 - F. Criminal Justice Strategy Co-ordinator (£90,000).
 - G. Assistant Employment Lawyer (£90,000).
 - H. Exploitation of Renewable Energy Funding of GREC (£100,000).
 - I. Guernsey Obesity Strategy (Phase 1) (£147,000).
 - J. Children (Guernsey and Alderney) Law 2008 (4 Additional Social Workers) (£200,000).
 - K. Improving Storage of Museum Objects (£250,000).
 - L. Legal Aid – Mental Health Review Tribunals (£300,000).
 - M. Dedicated Wheelchair Service (£134,000).

G. Future SSP Process

11. That the Policy Council shall proceed to consult with States Members, States Departments and Policy Groups in 2010/2011 on ways to improve the corporate policymaking process and, in particular, on the possible approach to be taken to include departmental policy in the SSP process described in Section 4.

H. Other matters

12. To note the progress reports provided on the development of Population Management and Island Infrastructure Plans; an update on the Energy Plan; and an update on the current review of the Strategic Land Use Plan as described in Appendix 3.

13. To note the updated information provided as Key Performance Indicators and the intended further development of the KPIs as described in Appendix 5.
14. To note all other sections of the 2010-2015 SSP review not specifically referred to in propositions 1 to 13 above.”.

EXPLANATORY NOTE

This purpose of this amendment is to correct some internal cross-referencing in the original propositions, to add a proposition required to give effect to a recommendation in the update to the Social Policy Plan and to expand the propositions without affecting their substance and then re-order them in such a way that they might, if the States so wishes, be debated as a series of discrete topics in accordance with the sub-headings that have been inserted. For the sake of simplicity, the amendment replaces in their entirety the propositions on pages 1370-1371 of the Billet d’État.

In particular, this amendment: -

1. Separates the original propositions that combined references to two or three of the Policy Plans into distinct propositions relating to each Plan in turn;
2. Corrects the cross-referencing to section numbers in original propositions 1, 2 and 5,
3. Inserts an additional proposition (numbered 4) formally to rescind the extant Resolution in respect of repeating the Survey of Guernsey Living Standards. Resolution 6 on Article VII of Billet d’État XXV of 2003 states: “*to direct the States Advisory and Finance Committee to commission a repeat survey of Guernsey Living Standards early in 2009 and to report back to the States on the findings.*” Repeating the Survey had to be deferred as a consequence of the unsuccessful bid for funding for it in the 2009 SSP process. This has meant that the Policy Council’s Social Policy Group has not had the funding to carry out such a study and it is recommended that the resolution be rescinded to remove the requirement placed on the Policy Council by the 2003 resolution. Instead the Social Policy Group would like to carry out alternative in house research on minimum income standards, as included in the Social Policy Plan.

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AMENDMENT

Proposed by: Deputy M P J Hadley
Seconded by: Deputy R R Matthews

Policy Council

States Strategic Plan 2010-2015

To insert a further proposition, between Propositions 6 and 7, as follows:

“6A. To direct the Treasury and Resources Department, in the context of the approved Economic and Fiscal Policy Plan, to report to the States by April 2011 at the latest with proposals to introduce a sales tax at 3% or such other rate as shall be determined by the States with a view to achieving long run economic balance for Guernsey.”.

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AMENDMENT

Proposed by: Deputy M J Fallaize

Seconded by: Deputy M H Dorey

Policy Council - States Strategic Plan 2010-2015

To insert a further proposition, between Propositions 6 and 7, as follows:

“6A. To direct the Policy Council, in conjunction with the Treasury and Resources Department, and in order to fulfil the policy objectives of the Fiscal and Economic Policy Plan, to report to the States of Deliberation by no later than July, 2011 with a plan, incorporating an analysis of all policy options, including consideration of measures to raise additional revenue and/or cut expenditure further, and a timetable, for eliminating the revenue budget deficit of the States and returning to a balanced budget as expeditiously as possible.”.

EXPLANATORY NOTE

It is stated at page 1170 of the States Report that the first macroeconomic and fiscal objective of the States is “long-run fiscal balance: spending within constraints of the Fiscal Framework”.

On Billet d'État No. XI of 2009, the States of Deliberation resolved that the overarching objective of the Fiscal Policy Framework should be to “achieve the economic position of long-run permanent balance, i.e. that income and expenditure should match over the medium term to ensure continued conservative fiscal policies of the States of Guernsey”.

The States of Deliberation further resolved that in order to ensure adherence to the Fiscal Policy Framework, there would be an undertaking that “...measures to counter identified structural deficits are agreed within two years of their identification.”

This amendment is proposed to ensure that the ‘balanced budget’ policy objective of the Fiscal and Economic Policy Plan and the Fiscal Policy Framework is fulfilled in a way which is prudent and responsible.

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AMENDMENT

Proposed by: Deputy D de G De Lisle

Seconded by: Deputy M J Fallaize

Policy Council

States Strategic Plan 2010-2015

To insert at the end of the words in Proposition 6: “, but subject to the modification that, in relation to Outcome 3 of the Environmental Policy Plan as previously approved, the words “healthier than” shall be substituted for “at least as healthy as””.

Explanatory Note

The long run vision of the Environmental Policy Plan in part is to protect and enhance the quality of the environment we live in. The Plan establishes a list of desired outcomes which show improvements over the long term (p1229) whether in terms of education and information (6), green house gases (10), energy use (13), biodiversity (15/16), building standards (19), air pollution (22), ground water quality (23) or solid and liquid waste disposal (24). As a result of these initiatives, Guernsey's environment in 2030 should be healthier than in 2008, and a commitment to that outcome should be made in the list of Plan Outcomes.

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AMENDMENT

Proposed by: Deputy G P Dudley-Owen

Seconded by: Deputy T M Le Pelley

Policy Council

States Strategic Plan 2010-2015

To insert a further proposition, between Propositions 6 and 7, as follows:

“6A. To direct the Public Services Department and Environment Department, when formulating the new waste strategy and revising the waste management/disposal plan in accordance with actions to be taken to deliver the Environmental Policy Plan, to adopt as their starting point all the principles of the Waste Hierarchy, as developed from the provisions of Directive 2008/98/EC of the European Parliament and of the Council of 19 November 2008 on waste and repealing certain Directives (the revised EU Waste Framework Directive), for the purpose of identifying the best waste management options for Guernsey.”.

Explanatory Note

The purpose of this amendment is to give to the Public Services and Environment Departments a formal direction to use the Waste Hierarchy as the general guiding principles which lays down a priority order of what constitutes the best overall environmental option in waste legislation and policy and measures should be taken to encourage the options that deliver the best overall environmental outcome. These principles include waste disposal as set out in Resolution 4 on Article 14 of Billet d'État No. IV of 2010 (arising from the amendment moved by Deputy Lowe). The principles of the Waste Hierarchy are now widely used elsewhere for informing waste strategies. Further, the misdescription in the Environmental Policy Plan at pages 1231 and 1234 (the “Best Practical Environmental Option” (BPEO)) implies that the BPEO is wrongly being regarded as a necessary consequence of the wording of the Environmental Pollution (Guernsey) Law, 2004, use of the BPEO methodology not being a legal requirement.

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AMENDMENT

Proposed by: Deputy M P J Hadley
Seconded by: Deputy R R Matthews

Policy Council

States Strategic Plan 2010-2015

To delete Proposition 5 and substitute the following:

- “5. To note the proposed new arrangements to prioritise the drafting of approved legislation as set out in Section 6 and to direct the Policy Council:
- (a) that the membership of its Prioritisation of Legislation Working Group shall be:
 - HM Procureur
 - HM Comptroller
 - Director of Legislative Drafting
 - Chief Executive
 - Deputy Chief Executive
 - Chief Minister
 - Chairman, Legislation Select Committee, and
 - Three sitting Members of the States; and
 - (b) that it shall present a Report to the States every six months setting out the Group’s recommendations.”.

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AMENDMENT

Proposed by: Deputy M J Fallaize

Seconded by: Deputy J M Tasker

Policy Council - States Strategic Plan 2010-2015

To insert a further proposition, between Propositions 8 and 9, as follows:

“8A. In accordance with its activity to ‘develop and implement strategies designed to maintain, defend and enhance Guernsey’s standing within the global community’ described in the Policy Council’s operational plan summary at page 1254 of that Report, to direct the Policy Council, having had regard to the island’s fiscal and economic forecasts, to report to the States of Deliberation by no later than September, 2011 with proposals to set a long-term funding policy to underpin Guernsey’s contribution to overseas aid and development, which report shall include an analysis of the feasibility of meeting the United Nations target of contributing 0.7% of Gross National Income (or Gross National Product) annually.”.

EXPLANATORY NOTE

In 2002, at the United Nations International Conference on Financing for Development, held in Monterrey, Mexico, agreement was reached on what has become known as the Monterrey Consensus, which included a commitment that jurisdictions in the developed world would aim to spend annually on overseas aid and development sums equivalent to 0.7% of their Gross National Income (or Gross National Product).

This commitment was reiterated in 2008 at the International Conference on Financing for Development, held in Doha, Qatar to review the implementation of the Monterrey Consensus. What has become known as the Doha Declaration included the following: “We urge those developed countries that have not yet done so to make additional concrete efforts towards the target of 0.7% of GNP...to developing countries...”

In 2009, the States of Deliberation agreed to a statement of overarching objectives, which included:

- Maintenance and enhancement of Guernsey’s standing in the global community; and
- Improved awareness of the culture and identity of Guernsey.

This amendment contends that these objectives may remain unfulfilled unless Guernsey gives serious consideration to committing to the internationally-accepted targets for overseas aid and development set out in the aforementioned Monterrey Consensus and Doha Declaration. The amendment proposes that at the very least this area of policy should be subject to an informed debate in the States of Deliberation about the establishment of a credible rationale to underpin annual contributions to aid and development overseas.

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AMENDMENT

Proposed by: Deputy R R Matthews

Seconded by: Deputy S J McManus

Policy Council – States Strategic Plan 2010-2015

To insert a further proposition, between Propositions 8 and 9, as follows:

“8A. To direct the Policy Council to consult with all States Departments and Committees and then to report to the States of Deliberation by no later than December 2011, setting out options for improving open government and transparency and establishing a corporate policy on freedom of information and open government.”.

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AMENDMENT

Proposed by: Deputy M J Fallaize
Seconded by: Deputy S L Langlois

Policy Council - States Strategic Plan 2010-2015

To insert a further proposition, between Propositions 8 and 9, as follows:

- “8A. To direct the Environment Department, as an additional element of the work it proposes to undertake in relation to the Road Transport Strategy, as set out in its operational plan summary at pages 1288 and 1289 of that Report, to lay before the June, 2011 meeting of the States of Deliberation, or sooner if possible, a report which a) provides an update of all progress made against the objectives of the Road Transport Strategy since March, 2006, and b) sets out proposals for a comprehensive, sustainable and integrated road transport strategy, including the rôle and funding of public transport in any such strategy, for a period of at least the next five years.”.

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AMENDMENT

Proposed by: Deputy R W Sillars

Seconded by: Deputy S J McManus

Policy Council
States Strategic Plan 2010-2015

- 1 To delete from the words in Proposition 3 “, to be accrued from efficiency savings through the FTP,”.
2. To insert further propositions, between Propositions 4 and 5, as follows:
 - “4A. To rescind Resolutions 3 and 4 on Billet d’État No. XXVI of 2009.
 - 4B. To direct the Policy Council to report to the States as soon as practicable and, in any event, by May 2011 setting out clarification of precisely what is meant by the term ‘efficiency saving’ in the context of the Financial Transformation Programme and proposals for a revised policy to provide for spending on prioritised New Service Developments to take effect from 2012 to be funded only from efficiency savings already realised rather than predicted efficiency savings.”.

Explanatory Note

The first purpose of this amendment is to reverse the previous decisions of the States that the predicted savings from what is now the Financial Transformation Programme shall be used when considering the funding available for prioritised service developments. The second purpose is to require the Policy Council to bring forward its review of the funding policy only in relation to actual and proven efficiency savings and separately from the SSP process to enable consideration of that new policy before the States are asked to make decisions on funding such developments in relation to 2012 and thereafter.

Resolutions 3 and 4 on Billet d'État No. XXVI of 2009 state as follows:-

- “3. *That all of the savings from the Fundamental Spending Review (FSR) in the first three years (i.e. 2010–2012 inclusive) of the programme shall be made available to fund prioritised service developments through the States Strategic Plan process.*
4. *That, as a general principle, the States will only fund new service initiatives in any of the first three years of the programme (i.e. 2010–2012 inclusive) up to the full value of the FSR savings predicted for the relevant year; and that thereafter this policy will be reviewed as part of the ongoing SSP process.”*

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AMENDMENT

Proposed by: Alderney Representative R G Willmott

Seconded by: Alderney Representative W Walden

Policy Council

States Strategic Plan 2010-2015

In Proposition 4, to delete:

“H. Exploitation of Renewable Energy Funding of GREC (£100,000).”

and substitute therefor:

“H. Funding part of revenue consequences of transferring States Housing into Alderney Housing Association (£100,000).”

Explanatory Note

Alderney's States Housing is in the same position as Guernsey's was some years ago. In order to achieve balanced States of Alderney budgets, insufficient funds have been spent on repairs and maintenance of the States' housing stock. Gross rents currently exceed expenditure on States housing by around £165,000 per annum. The situation is further exacerbated by the fact that Alderney does not operate a housing rebate regime, nor participate in Guernsey's scheme, and overall rents are lower.

In order to address this problem, a new, entirely separate legal entity, the Alderney Housing Association Ltd, has been formed which will be run by the Guernsey Housing Association under a framework agreement. Nearly all of the States' housing stock will be transferred into this new company. Consequently, in future all rents will be received, and operating expenses will be met, by the Association.

The financial consequence of this new arrangement is that it will leave a deficit of £165,000 in the States of Alderney budget. The purpose of this amendment is therefore to fund, in part only, that deficit.

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AMENDMENT

Proposed by: Deputy M J Fallaize
Seconded by: Deputy B M Flouquet

Policy Council - States Strategic Plan 2010-2015

In Proposition 4, to delete:

“K. Improving storage of museum objects (£250,000)”;

and substitute therefor:

“K. Bowel cancer screening programme (£200,000)”.

EXPLANATORY NOTE

For information, in its bid for funding of the bowel cancer screening programme, the Health and Social Services Department states that the cost in year one would be £200,000, reducing to £190,000 annually thereafter.

It should be noted that this amendment proposes deleting a new service development which would cost £250,000 per year and substituting one which would cost £200,000 in year one and £190,000 per year thereafter. But the amendment purposely desists from attempting to allocate the remaining £50-60,000 per year, the distribution of which is a matter for the Policy Council, the Treasury and Resources Department and, ultimately, the States of Deliberation to consider separately to the proposal above.

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AMENDMENT

Proposed by: Deputy M M Lowe

Seconded by: Deputy M J Storey

Policy Council

States Strategic Plan 2010-2015

In Proposition 4, to delete:

“K. Improving storage of museum objects (£250,000).”

and substitute therefor:

“K. Improving storage of museum objects (£125,000).”

and add:

“N. Review of Terms and Conditions of all staff (£125,000).”.

Explanatory Note

The purpose of this amendment is to divert half of what is proposed for improving the storage of museum objects towards conducting the one-off review of terms and conditions of all States staff (see page 1164 of the Report, showing this expenditure is only needed for 2011). The most important asset of the States is frequently described as being “its people”. The proposed review of terms and conditions is designed to produce a long-lasting benefit for a lot of people for comparatively little expense, whereas the improvement of storage of museum objects is a much longer-term project that would still be capable of being started in 2011.

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Proposed by: Deputy B L Brehaut
Seconded by: Deputy A R Le Lievre

Policy Council

States Strategic Plan 2010-2015

To add at the end of Proposition 4:

“N. Conduct the repeat Survey of Guernsey Living Standards (£50,000).”.

Explanatory Note

The purpose of this amendment is to identify an additional project to which the £50,000 that would remain for allocation to New Service Developments can be applied. The proposed survey will achieve a means of setting base rate levels of family expenditure, so as to enable all of the departments involved in the disbursements of benefits and allowances, (in whatever form) to set those respective benefits and allowances at a level that reflects actual base levels. This amendment will only be moved if the amendment moved by Deputy Fallaize to substitute the initiative lettered “K” in original Proposition 4 is successful.