



BILLET D'ÉTAT

WEDNESDAY, 26th NOVEMBER, 2003

**XXV
2003**

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BILLET D'ÉTAT

TO THE MEMBERS OF THE STATES OF THE ISLAND OF GUERNSEY

I have the honour to inform you that a Meeting of the States of Deliberation will be held at **THE ROYAL COURT HOUSE, on WEDNESDAY, the 26th NOVEMBER, 2003**, at 9.30 a.m.

PROJET DE LOI

entitled

THE CUSTOMS AND EXCISE (GENERAL PROVISIONS) (BAILIWICK OF GUERNSEY) (AMENDMENT) LAW, 2003

The States are asked to decide:-

I.- Whether they are of opinion to approve the Projet de Loi entitled “The Customs and Excise (General Provisions) (Bailiwick of Guernsey) (Amendment) Law, 2003”, and to authorise the Bailiff to present a most humble Petition to Her Majesty in Council praying for Her Royal Sanction thereto.

THE ROAD TRAFFIC (RESTRICTION ON USE OF MOBILE TELEPHONES) (GUERNSEY) ORDINANCE, 2003

The States are asked to decide:-

II.- Whether they are of opinion to approve the draft Ordinance entitled “The Road Traffic (Restriction on Use of Mobile Telephones) (Guernsey) Ordinance, 2003”, and to direct that the same shall have effect as an Ordinance of the States.

THE SUNDAY TRADING (AMENDMENT) ORDINANCE, 2003

The States are asked to decide:-

III.- Whether they are of opinion to approve the draft Ordinance entitled “The Sunday Trading (Amendment) Ordinance, 2003”, and to direct that the same shall have effect as an Ordinance of the States.

PRIAULX LIBRARY COUNCIL

NEW MEMBER

The States are asked:-

IV.- To elect a member of the Priaulx Library Council to fill the vacancy which will arise on the 1st January, 2004, by reason of the expiration of the term of office of Deputy Miss C. H. Le Pelley, who is eligible for re-election.

ELIZABETH COLLEGE BOARD OF DIRECTORS

NEW MEMBER

The States are asked:-

V.- To elect a member of the Elizabeth College Board of Directors to fill the vacancy which will arise on the 6th January, 2004, by reason of the expiration of the term of office of Jurat D. M. Le Page, who is not eligible for re-election.

STATES ADVISORY AND FINANCE COMMITTEE

**APPOINTMENT OF NON-EXECUTIVE DIRECTOR – GUERNSEY POST
LIMITED**

The President
States of Guernsey
Royal Court House
St Peter Port
Guernsey
GY1 2PB

22nd October 2003

Dear Sir

Appointment of Non-Executive Director – Guernsey Post Limited

Under Section 3. (1) of the States Trading Companies Ordinance (Bailiwick of Guernsey Ordinance) 2001, the non-executive directors of a States trading company are appointed by the States on the nomination of the Advisory and Finance Committee.

Mr Chris Spencer resigned from the position of non-executive director of Guernsey Post Limited with effect from 1 July 2003; he had been serving in the capacity of Chairman.

Following discussions with the remaining non-executive directors the Committee considers that a replacement non-executive director should be appointed. The Committee has approached Mr Dudley Jehan who has agreed to his name being put forward. It can be seen from the brief c.v. appended to this letter that Mr Jehan has considerable appropriate commercial experience at Board level, has considerable experience of public service and has served as chairman on the Board of Guernsey Telecoms for the period when it was a States Trading Company.

The Committee therefore recommends that Mr Dudley Jehan be appointed as a non-executive director of Guernsey Post Limited.

I should be grateful if you would lay this matter before the States with appropriate propositions.

Yours sincerely

L. C. MORGAN

President
Advisory and Finance Committee

Mr Dudley R Jehan

Chief Executive of the Norman Piette Group and a non-executive director of two other leading local companies, none of which would result in a conflict of interest with the activities of Guernsey Post Limited.

Served as a non-States member of the Public Assistance Authority, the Board of Industry (and its predecessors) for over 13 years and as a member of the States Telecoms Board. He served as Chairman of Guernsey Telecoms Limited during its 6 month period as a States Trading Company.

Has been involved in Parish matters for almost 30 years serving as Procureur, Constable and Douzenier. He has served on the Juvenile Court and the Income Tax Tribunal. He is currently a Director of the Guernsey Training Agency.

The States are asked to decide:-

VI.- Whether, after consideration of the Report dated the 22nd October, 2003, of the States Advisory and Finance Committee, they are of opinion:-

To appoint Mr. Dudley R. Jehan as a non-executive director of Guernsey Post Limited.

STATES ADVISORY AND FINANCE COMMITTEE**ANTI-POVERTY STRATEGY**

The President
States of Guernsey
Royal Court House
St Peter Port
Guernsey
GY1 2BP

24 October 2003

Dear Sir

ANTI-POVERTY STRATEGY**1. EXECUTIVE SUMMARY**

- An Anti-Poverty Strategy and Corporate Anti-Poverty Programme (CAPP) have been developed in response to a Requête concerning low-income earners, which was accepted by the States in March 1998.
- The Anti-Poverty Strategy is the result of extensive research carried out by the Townsend Centre for International Poverty Research, based at the University of Bristol, into Guernsey Living Standards, followed by consultation with Committees involved with social policy at both political and Senior Officer level, and a number of Non-Governmental Organisations (NGOs).
- The Survey of Guernsey Living Standards concluded that, although the majority of people in Guernsey have a high standard of living, 16% of households have a standard of living below the standard acceptable to the majority of Islanders (i.e. they are suffering from relative poverty). An additional 5% of people are at risk of suffering from relative poverty. This deprivation disproportionately affects lone parents, single pensioners and large households with children¹. 76% of all poor households in Guernsey are either single pensioners or families with dependent children.
- An Anti-Poverty Strategy is vital in order to achieve the Island's social policy objectives at the strategic level. It is the aim of this Anti-Poverty Strategy to reduce relative poverty in Guernsey by at least 50% with respect to the benchmark set by the Survey of Guernsey Living Standards in 2000 and 2001 within five years of the approval of this policy letter, i.e. by the end of 2008.
- A significant number of major initiatives to reduce relative poverty are already underway. A summary of these initiatives is included as Appendix 1.

¹ Three or more adults with children

- **A Corporate Anti-Poverty Programme (CAPP) is essential to achieve the objective(s) of the Anti-Poverty Strategy. This Corporate Programme is necessary because Anti-Poverty measures cut across the mandates of several individual States Committees. Resources can be allocated to the Programme and co-ordinated effectively within the Programme. The CAPP will also ensure that the Anti-Poverty Strategy remains a States priority.**
- **The structure of the CAPP will strongly mirror that of the previously agreed Corporate Housing Programme with a number of action areas, each led by one or two individual Committees. However, for many of the action areas assistance will be required from other Committees. A breakdown of each action area is given in section 4 of this policy letter.**
- **Priority within the CAPP will be given to the groups identified by the Townsend Centre to be suffering disproportionately from relative poverty.**
- **Responsibility for overall co-ordination of the CAPP will rest with the Advisory and Finance Committee until May 2004 and with the newly formed Policy Council thereafter.**
- **Resource requirements for the CAPP will be synchronized by the Advisory and Finance Committee and the Civil Service Board until May 2004, and by the Treasury and Resources Department thereafter.**

2. INTRODUCTION

This policy letter sets out an Anti-Poverty Strategy for Guernsey, arising from a Requête accepted by the States of Guernsey in March 1998.

The Requête stated that, "...extra help should be given to low income earners: that the majority of members rejected the idea of tackling the problem through income tax alone and expressed a wish to see a broader approach, including the use of social security...". The Requête requested "...action to tackle the poverty trap in which many low income earners find themselves in Guernsey" and requested the Advisory and Finance Committee "...in consultation with the Guernsey Social Security Authority, the States Income Tax Authority and any other party it deems appropriate to consider the requirements of low income earners, in particular low income householders, to enjoy a reasonable standard of living...".

The research undertaken and the background to this policy letter are given in detail in Appendix 2. In brief, a Survey of Guernsey Living Standards, commissioned by the Advisory and Finance Committee, was conducted by the Townsend Centre for International Poverty Research, based at the University of Bristol. The Townsend centre adopted a two-stage approach to the survey, first questioning Islanders to determine a level beneath which people were considered to be poor, and secondly determining the number of people who fell below this benchmark.

The Survey of Guernsey Living Standards concluded that, although the majority of people in Guernsey have a high standard of living, 16% of households have a standard

of living below the standard acceptable to the majority of Islanders (i.e. they are suffering from relative poverty). An additional 5% of people are at risk of suffering from relative poverty. This deprivation disproportionately affects lone parents, single pensioners and large households with children. 76% of all poor households in Guernsey are either single pensioners or families with dependent children.

Further research carried out by the Townsend Centre, followed by extensive consultation with the major States Committees involved in social policy, the Social Policy Working Group (SPWG)², and a number of Non-Governmental Organisations (NGOs)³, has led to the development of a Corporate Anti-Poverty Programme (CAPP) as a means of delivery for the Island's Anti-Poverty Strategy.

The purpose of this policy letter is to provide the States and members of the public with a report on the progress of the Anti-Poverty Strategy and CAPP and to gain support for the work-streams outlined in section 4 of this policy letter.

An overview of the Anti-Poverty Strategy is presented in section 3 of this policy letter, with greater details of the CAPP listed in section 4. Resourcing the CAPP and effective monitoring of the programme are discussed in sections 5 and 6, respectively.

3. OUTLINE OF AN ANTI-POVERTY STRATEGY FOR GUERNSEY

This section of the policy letter provides an overview of the Anti-Poverty Strategy as follows: -

- i) How the Anti-Poverty Strategy sits within the Strategic and Corporate policies of the States
- ii) The objectives of the Anti-Poverty Strategy
- iii) The need for the delivery of the Strategy through the Corporate Anti-Poverty Programme (CAPP)
- iv) A brief overview of the work-streams within the CAPP (detailed work plans are given in Section 4)

i) Strategic and Corporate Policies of the States

Appendix I of the 2003 Policy and Resource Planning Report details the principal guidelines under which the States of Guernsey operates. Strategic objectives at this level state that: -

“The community of Guernsey aspires:

...To protect those who are unable to safeguard their welfare or to enjoy an adequate quality of life...”

Strategic social policy statements at this level also state that: -

² The Social Policy Working Group comprises Senior Officer representatives from the major Committees involved with social policy.

³ Appendix 6 details the NGOs included in the consultation process.

“The aspirations of the community can best be met if social conditions are such that people:

...are adequately housed, fed and clothed

...have the opportunity to develop their potential through education, training and leisure pursuits

... have access to services which will assist them in maintaining and improving their physical, mental and social well-being

... have access to support and protection in conditions of dependency, such as childhood, old age, disability and special need.

To facilitate the maintenance of these social conditions the States will:

...assess social needs and identify how, within the resources available to the community, these might best be met through a combination of services...”

The Survey of Guernsey Living Standards, researched by the Townsend Centre concluded that 16% of households have a standard of living below the standard acceptable to the majority of Islanders (i.e. they are suffering from relative poverty). An additional 5% of people are at risk of suffering from relative poverty. Clearly, an Anti-Poverty Strategy for Guernsey is vital for achieving these objectives at the highest strategic level.

ii) The objectives of the Anti-Poverty Strategy

It is the overall aim of the Anti-Poverty Strategy to reduce relative poverty in Guernsey by at least 50% with respect to the benchmark set by the Survey of Guernsey Living Standards in 2000 and 2001 within five years of the approval of this policy letter by the States of Guernsey, i.e. by the end of 2008.

The objectives of the Anti-Poverty Strategy are:

- To enable Guernsey and Alderney residents to afford essential items and services (more specifically those items and services considered essential by 50% or more of the population in 2000 in the Townsend Centre's Report "*The Necessities of Life*").
- To provide support, including necessary financial assistance, to those most in need in conditions of dependency, such as childhood, old age, disability and special need, but with due regard to the sustainability of the Island's resources.
- To target this assistance at those groups identified by the Townsend Centre as suffering most from relative poverty.
- To ensure that the tax and benefit systems work in an integrated way to support those suffering from, or vulnerable to, relative poverty.
- To fulfil the objective that no resident of Guernsey or Alderney should be denied access to health and social services through lack of financial resources.
- To encourage and assist those in financial poverty, wherever possible, to improve their situation by: -

Entering, or re-entering, the workforce;

Improving their employment prospects through education and training;

Gaining control of their financial circumstances.

- To promote the benefits, advice, education, training, and employment opportunities available to those people suffering from relative poverty, so that those concerned know where help can be obtained.
- To ensure that relevant fiscal policies have due regard to the Corporate Anti-Poverty Programme.

And through the Corporate Housing Programme: -

- To ensure that all persons legally resident in Guernsey have access to housing accommodation to meet their reasonable needs (the first objective of the States Housing Strategy).
- To maintain and improve the quality of housing in Guernsey across all sectors bearing in mind the impact of housing conditions on the health and well-being of the community (the seventh objective of the States Housing Strategy)

iii) The need for and development of a Corporate Anti-Poverty Programme (CAPP)

Application of the ‘Corporate Programme’ approach to anti-poverty initiatives was referred to in the 2002 Policy and Resource Planning Report (section 2.7.43) and approved, in principle, by the States when it considered the 2003 Policy and Resource Plan (section 3.5).

A corporate approach to the Anti-Poverty Strategy is fundamental to enable individual anti-poverty initiatives to be assimilated into a broader strategic framework. Such a structure is essential in the case of large policy undertakings, such as an anti-poverty strategy, where the project cuts across the mandates of individual Committees, (although such cross-committee working will be facilitated when the proposals, arising from the Review of the Machinery of Government, come into force next May). This approach is also necessary to make the best use of resources and optimise service delivery to those suffering from relative poverty; it will enable cross-committee working, by allowing resources to be allocated to a particular project rather than to one Committee. The Anti-Poverty Strategy will be delivered through a corporate programme hereafter to be known as the Corporate Anti-Poverty Programme (CAPP). The CAPP will provide the framework for implementing the Anti-Poverty Strategy, in a similar manner to the relationship between the Housing Strategy and Corporate Housing Programme, which was approved by the States in February 2003.

iv) A brief overview of the work-streams within the CAPP

The CAPP will include a mixture of services, education, support and benefits, for those suffering from relative poverty in the island. A number of work-streams or action areas have been devised in the CAPP, which, when taken together, form a co-ordinated means of delivery for the Island’s Anti-Poverty Strategy. These action areas include many of the anti-poverty policies suggested by the Townsend Centre in its fourth report (see Appendix 2).

The fourth Townsend Centre report states, “... *an anti-poverty strategy should focus (at least initially) on ending child and single pensioner poverty... in addition anti-poverty policies should also aim to help single adult households (these mainly consist of younger adults)...*”. Within the CAPP, therefore, priority will be given to single pensioners and families with dependent children (especially single parents). Young people will also be included.

Some of the anti-poverty policy options suggested by the Townsend Centre and endorsed by the relevant States Committees and SPWG members are already being addressed; **Appendix 1 summarises what has been achieved to date.**

Many of the initiatives suggested by the Townsend Centre are being tackled through the Corporate Housing Programme (CHP), as the quality and affordability of housing is a major factor for many poorer households. For ease of reference, these anti-poverty policy options are listed in Appendix 3 and are grouped according to the CHP action areas into which they fall. The planned policy review in respect of the disposal of justice to convicted criminals, which will include alternative sentencing options, will also be strongly relevant to the CAPP. The anti-poverty policy options that could be examined under this review are listed in Appendix 4. These two work-streams are, therefore, not discussed in this policy letter, but are worthy of note in order to appreciate the full matrix of the Anti-Poverty Strategy. They

are not being ignored in the overall context of the Anti-Poverty Strategy, but resources are already being allocated to tackle these issues.

Anti-Poverty Policy Options that were suggested by the Townsend Centre but were rejected by the relevant States Committees and SPWG members are detailed in Appendix 5 of this policy letter, together with the reason(s) for their rejection.

The CAPP action areas will be broken down as detailed in Table 1. Each action area will have a lead Committee(s) responsible for the co-ordination of that action area⁴.

Table 1: The CAPP action areas

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

Responsibility for strategic organization of the anti-poverty policies, to ensure that they are co-ordinated, targeted and that they will benefit the groups the anti-poverty strategy is designed to help, will rest with the Advisory and Finance Committee until 1 May 2004, and with the Policy Council thereafter.

The lead Committee(s) for each action area will be responsible for producing and co-ordinating the implementation of an annual action plan. These action plans will be updated in the Policy and Resource Plan each year. Other Committees will have a responsibility to contribute to the development of the programme where their assistance is required.

Section 4 of this policy letter details the scope of each action area and the first work-plans for 2004.

⁴ Action Areas B and E will have joint lead Committees. Action Areas A and C will be led by the first named Committee, but will require substantial input from the second named Committee.

4. THE CAPP WORK STREAMS

Action Area A: Benefit and Tax Measures

Lead: 1) Guernsey Social Security Authority 2) Income Tax Authority

Scope of Work Plan:

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

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

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

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

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

Work Plan:

- Single pension increases
The Townsend Centre states that a single pensioner needs around 70% of the income of a pensioner couple to have the same standard of living. From 1 January 2003 the single pension was increased from 62% of the married couple's pension in 2002 to 64% for 2003, at a cost of £1.57 million over and above the general benefit increases. This expenditure has come from the Guernsey Insurance Fund. The Social Security Authority has indicated its intention to pursue this strategy in the uprating of old-age pension in the next few years, subject to the affordability for the Fund. For 2004 GSSA recommended that the single pension be increased to 65% of the married couple's pension and this has been approved by the States.
- Support through family allowance (and/or childcare allowance) with income tax 'claw back' for high earners
Proposals for a higher rate of family allowance, with possible tax clawback, will be investigated. This means that the universal family allowance could be paid at, say two times the current rate of benefit, but clawed back in part or in whole by the Income Tax Authority. A similar arrangement regarding childcare allowance for working parents will also be investigated; the investigation will include looking at the number of childcare places available and the likely cost of any proposals. The outcome of these investigations will be reported no later than December 2004.

- Review Health Benefits Grant

The Grant has reduced in value from approximately 50% of the medical consultation cost in 1991 to less than 25% in 2003. The Social Security Authority addressed this point in its benefit up-rating policy letter considered by the States in September 2003. The States have approved an increase in the grant for a doctor consultation, from £8 to £12, and an increase in the grant for a nurse consultation, from £4 to £6, conditional on the 2004 consultation fees charged by the doctors being set by independent review.

- Financial help for medical expenses and disability allowances

The Social Security Authority has begun examination of the eligibility criteria for the Medical Expenses Assistance Scheme, which in addition to medical treatment also includes dentistry and assistance with spectacles and with hearing aids. Relaxation of the eligibility criteria would increase the number of people assisted without incurring the full financial burden of universal allowances. Review of disability/attendance allowances will follow and will be complete by September 2004.

- 'Back to Work' Benefits

This suggestion concerns various incentives to aid the transition from unemployment or long-term sickness back into the workplace. It is about working with people at the margins of fitness for work who may be able to make the transition with a little financial assistance and support. This initiative will be investigated and reported on in the Social Security Authority's September 2004 benefit up-rating policy letter.

- Supplementary Benefit (see also Appendix 1)

Single person supplementary benefit requirement rates are receiving special attention in the same way as the single pensioners (see paragraph above). Progress with the single person requirement rate towards 70% of the couple's rate is more achievable under supplementary benefit because of the smaller population and hence smaller financial impact. This is a good thing, because the issue is more important with supplementary benefit which, generally, concerns a person's entire income. For 2004 GSSA recommended that the single person supplementary benefit rate be increased to 67.5% of the married couple's allowance and this has been approved by the States.

- Restructuring of Public Assistance

This was a suggestion of the Townsend Centre, although the Public Assistance Authority and Social Security Authority see it as more of a review of machinery of government issue than an anti-poverty measure. After May 2004 the new Social Security Department can be expected to consider how the public assistance function should continue to operate under the revised mandates.

- Negative income tax (tax credits)

It would be prudent to await a proper evaluation of the newly introduced tax credit system in the UK. There have clearly been well reported problems of delivery in the UK, but the policies may well be right and may well prove successful. Given that the delivery problems must be resolved before objective evaluation, tax credits will not be a priority for 2004.

- Increase benefit take-up / Active promotion of all benefits available
An advertising campaign on benefit awareness will be developed and implemented during 2004.

Area B: Education and Employment Services

Lead: Joint Leads: Education Council and Board of Industry

Scope of Work Plan:

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

Entering, or re-entering, the workforce;

Improving their employment prospects through education and training;

Gaining control of their financial circumstances.

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

Work Plan:

- **To promote and provide information, advice and guidance on the support, training and employment opportunities available to those on low incomes**

Information, advice and guidance that is accessible and easy to digest will help people in relative poverty by making them more aware and confident of ways to improve their situation. The agencies that will play a lead role in promoting advice on support, training and employment services include the Education Council, Island Careers Service, Board of Industry and Social Security. The Careers Service is currently reviewing its practice and is hoping to facilitate closer liaison with partnership agencies.

An audit of current information, advice and guidance will be completed by December 2004. This will consider how information is presented to the community on training and employment opportunities. In particular this will reflect on the ways in which all agencies can work together to present information.

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

The Survey of Guernsey Living Standards suggested the anti-poverty policy option of increasing the income of people with a disability or people who are sick. Initiatives which allow people with a disability to enter or re-enter employment and then sustain them in employment are one-way of achieving this aim. Currently the Board of Health and the Education Council administer schemes, which are targeted at supporting this sector of the community. The Board of Health administers supported employment schemes and provides sheltered workshop facilities for people with a learning or physical disability and people who have mental health problems. The Board also sponsors places at GROW Ltd., a horticultural enterprise for people with a learning disability. The Education Council runs a variety of work-related activities

based around a work experience programme that enables those with a disability to receive particular support in their transition to adulthood and the world of work. The 'Back to Work benefits' work being undertaken by GSSA under Action Area A is also relevant to this work plan. The Civil Service Board has a financial allocation to support departments in making 'reasonable adjustments' in the workplace in respect of staff with disabilities or special needs. The intention is to enable the States to employ more people with disabilities, thus promoting the social inclusion of all the Island's citizens and increasing diversity within the public sector.

■ The Board of Industry's fieldwork scheme

The Board of Industry has been responsible for a fieldwork scheme, aimed at providing employment and manual skills to those signing on as unemployed at the Social Security Authority. This scheme was suspended because the Board was no longer able to recruit from the unemployed suitable supervisors to manage fieldwork teams. A trial scheme involving both the Board of Industry and States Works is operating between 1 September 2003 and 31 December 2003, with States Works providing the supervision (plus a range of work) that the Board of Industry requires.

The fieldwork scheme has historically catered for manual labourers. The Board of Industry is also committed to reviewing the Fieldwork Scheme with the aim of recommending the introduction of a new scheme, catering for a wider range of people who need assistance to seek employment, for example people with low skills, women returning to work, young offenders. Some of the people falling into the previous bullet point in this policy letter may also be able to be included. Under this review of the fieldwork scheme it is hoped that an integrated approach can be taken to help those requiring assistance to enter or re-enter employment. Although led by the Board of Industry, this initiative will require input from other committees, including GSSA, the Board of Health, Education Council, Children Board, the Probation Service and other Non-Governmental Organisations.

■ To support those sectors of the community who have basic skills difficulties

It is essential that all sectors of the community should have the opportunity to acquire basic skills in literacy and numeracy. The acquisition of literacy and numeracy is a core element of the Guernsey curriculum at all stages. Literacy and numeracy courses are also run as part of the adult education programme. Employers, voluntary agencies and other public services all have a part to play in delivering basic skills and promoting learning opportunities. The Education Council will continue to promote opportunities to acquire basic skills. Activities include the following:

- Learning campaigns such as Learning is Working week
- Partnerships to offer outreach facilities where tutors work in locations such as community centres, family centres, places of employment and youth clubs.
- Engaging interested parties such as employers and voluntary agencies who are well-placed to support those with basic skills difficulties.

The Education Council will continue to report back periodically to the Social Policy Working Group on developments.

- To engage disaffected young people in education

The Townsend report has demonstrated clear evidence that young people who do not achieve at school and leave early are vulnerable to poverty throughout their lives. The Education Council has put in place a number of strategies to respond to the needs of disaffected young people. These include:

- The establishment of a behaviour management policy in all education establishments
- A review of the curriculum for 14-19 year olds. The review is a response to the Department for Education and skills' attempts to introduce a more flexible curriculum. The imperative for the Education Council to undertake such a review is even greater for Guernsey following the States of Deliberation's decision to raise the school leaving age. Following consultation with island education establishments and representatives of the community, proposals will be presented to the Education Council by mid-2004 on the shape of the future curriculum.
- The role of the Careers Service, Youth Service and other agencies is being reviewed to consider how they can contribute to a reshaped future curriculum.

- Financial support for post-compulsory training

Financial support for post-compulsory training is available from a variety of sources. The Education Council provides means-tested support for further and higher education support, income support and other grants and manages the States Apprenticeship Scheme, which supports nearly 400 young people entering the trades. Some financial support is also available to people in receipt of benefit. Work is underway to ensure that the complex funding arrangements do not work against those in poverty who wish to learn. Financial support has to be easily understood, available and not duplicated. In particular, discussions are being held between the Social Security Authority and the Education Council to facilitate learning opportunities where appropriate. Funding will also be an issue when the school leaving age is raised. The financial pressures that cause students to leave school early will also need to be considered. Initial discussions between the Social Security Authority and the Education Council have been held to review the areas of common interest. The College of Further Education is also reviewing its fee structure to ensure that students from all sectors of the community have access to funding opportunities. These discussions will be completed during 2004.

Action Area C: Services for Older People and People with a Disability

Lead: 1) Board of Health 2) Guernsey Social Security Authority

Scope of Work Plan:

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

To target this assistance to help single pensioners

Work Plan:

Note that there are several anti-poverty options that are already being pursued within the context of the aims of this action area. These initiatives will be kept under review and are divided into five subsections below: -

1. Many of the tax and benefit initiatives in Action Area A are targeted at older people, especially single pensioners.
2. Employment and training opportunities for people with a disability are included in Action Area B.
3. Many of the anti-poverty initiatives already achieved and listed in Appendix 1 are relevant here, including the long-term care insurance scheme and the corporate housing programme (see also Appendix 3)
4. Improve the provision of services for older people and people with a disability

a) Buildings

Under current building regulations new, and in some instances altered, public buildings must provide for access by people with disabilities.

The Social Security Authority will continue to offer financial assistance for owner occupied premises and for some adaptations required by States tenants. This assistance is available to people receiving supplementary benefit and people with substantial disabilities.

b) Transport

Transport for people with a disability is being improved through new public service vehicles and the availability of assistance from the Social Security Authority with costs ranging from taxi fares to the adaptation of individually owned vehicles. This assistance is available to people receiving supplementary benefit and people with substantial disabilities.

Assistance with transport for attending doctors' appointments and similar requirements is being considered by the Board of Health as one of the measures, which will be complementary to provisions of the

long-term care insurance scheme, to improve services for older people in the community.

c) Specialised Equipment

The procedures for requesting specialised equipment have recently been streamlined giving better communication between States departments and quicker results for people with needs. Work is ongoing towards the establishment of a central supply of aids and equipment for community use.

d) Information

Access to information on disability and health matters is provided by the Information Exchange on behalf of the Board of Health. The Information Exchange was established through pump-priming funding from the Board of Health and has provided a valuable service that continues to be extended as resources allow.

5. Other projects

a) Long-term care insurance scheme – community services

Proposals for targeted community services were included in GSSA's long-term care insurance scheme for Guernsey and Alderney policy letter (Billet III, 2001). It was stated that, "*it is important to ensure that the Board of Health's community care services are maintained at a satisfactory level. A current shortfall has been identified and plans have been made to enhance a wide range of services...*". Services included in the billet were day care, increased respite care, acute care at home and rapid assessment/response teams, home food services, transport services, home maintenance services, chiropody, laundry services, night sitting services and targeted intensive community nursing.

b) Older People's Forums / Forums for people with a disability

These give people a voice, as well as acting as a medium through which to offer advice and support. Establishment of such forums will be considered when the Department of Health and Social Services is formed in May 2004, under the proposals instigated by the Machinery of Government Review.⁵

⁵ There is already a forum for consulting with people with a learning disability.

Action Area D: Services for Families with Children and Young People

Lead: Children Board

Scope of Work Plan:

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

To prioritise help for single parents

Work Plan:

- Assistance with the cost of childcare provision
A childcare allowance enables parents who wish to work to improve their family income, or to move into employment and out of reliance on benefit. This assistance will be targeted at those identified as most in need by the Townsend Centre, namely single parents and large families. The introduction of a childcare allowance is a priority to be taken forward and proposals with the revenue requirements will be prepared. These will include consideration of measures to increase the number of places currently available for the under fives, and measures either to increase the number of free/subsidised places for children in need, or for the introduction of a childcare allowance.
- Introduce a community development project similar to 'Sure Start' initiatives in the UK
Sure Start is an initiative that has been developed in England to focus on the needs of disadvantaged children who are living in deprived areas. It has been shown that the earliest years of a child's life (0-4) are most crucial in terms of long-term development and welfare. Hence such initiatives are designed to help these children avoid poverty and social exclusion in later life. A pilot Community Development Project based on the principles of Sure Start, is commencing in the St. Peter Port area for an initial three year period. If the pilot project is a success, a proposal will be developed to extend this project. Funding has been agreed for the pilot project for the three year period at a total cost of £139,117 to the States of Guernsey, spread over the three years. The TSB Lloyds Trust will match this sum, and the project will be developed and managed by the NSPCC.
- Develop family centres (see also Appendix 1)
Plans for the extension of services provided at the existing family centres will be formed during 2003/4. Plans to develop a third family centre in 2004 will be brought forward. It is intended that free pre-school opportunities for children who are at risk of deprivation and poverty will be included in the proposals for extending the family centre provision. The family centres aim to assist parents in successfully parenting their children, and in developing the necessary skills to enable them to overcome the problems of deprivation and poverty. The family centre developments are part of the long term aims to address the underlying causes of poverty and deprivation amongst families and children.

The planned development of a third family centre in 2004, is at a projected capital cost of £300,000, and an on-going annual revenue cost of £100,000. The project will also require an additional 3 full-time staff, as well as part-time and sessional staff to provide the services that are needed. Proposals to extend pre-school opportunities for children in need at all the family centres, are at a projected annual cost of £60,000 to meet the necessary additional staffing requirement.

▪ Broaden priorities of the Children Board / Review of childcare legislation

A current review of the Childcare Legislation is considering both the system of dealing with children's cases, and the introduction of statutory measures in relation to children and young people. The States will be asked to consider a system whereby the majority of children's cases are dealt with outside the court arena. One of the advantages of such a system, is that it allows for the earlier identification of troubled children and for inter-agency interventions to be put in place under the legislation, to address their difficulties and prevent deprivation and social exclusion.

Some specific measures that are being considered that will impact on the services that are provided to children and young people are:

- The introduction of provisions similar to those that apply in England under the Children Act 1989, that place a duty on Local Authorities to identify and provide services to "children in need" as defined in the Act. This provides for the provision of services by those agencies with responsibilities for children and families to children who are vulnerable to deprivation, and as such, will address some of the underlying problems that lead to poverty in adulthood.
- The introduction of statutory provisions in respect of children leaving care, with the requirement on all agencies to provide them with support until they are 21. This is aimed at assisting those most vulnerable to the problems associated with social exclusion to make a successful transition to independent living.
- The disposals that are available when dealing with children and young people who offend are being considered by an inter-agency working party as part of the Review of Childcare Legislation. Such measures will be aimed at both addressing the offending behaviour, and preventing further offending. The success of any new measures that may be introduced will enable young people to settle into adult life, and avoid the poverty and deprivation that is associated with a criminal career.

- Involving young people in the decisions that affect their lives / youth forums

In England there are mechanisms in place for on-going consultation with various interested groups as part of strategic planning and service development. In particular, Youth Forums have been established that enable young people to be part of the consultation process for services affecting their lives. Currently, on-going forums in Guernsey have not been established, although increasingly, agencies are involving young people in discussions about the services they would like developed. The Children Board has commissioned the Who Cares? Trust to consult with children who have been involved with the courts, as part of the review of the childcare legislation. This consultation has been made public, and provided valuable information that has already informed some of the temporary measures that have been introduced. Children and young people will continue to be consulted about the longer-term proposals.

- Youth Service Play Scheme

The Education Council Youth Service already runs play schemes during the holidays for the 5-11 age group. These are successful and provide invaluable support to young people and adults alike. The Youth Service is mandated to work primarily with older children and therefore restructuring and expansion of the existing Youth Service play scheme is currently being considered to ensure that all relevant agencies can work towards enhancing provision. A report on expansion of the play scheme will be produced by December 2004.

Action Area E: Crime Reduction Initiatives

Lead: Probation Service and Home Affairs

Scope of Work Plan:

To help young people who are vulnerable to criminal activity

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

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

Work Plan:

- **Youth Inclusion Programmes/ Holiday Splash Schemes**
These programmes are similar to the playschemes run by the Youth Service, but are specifically targeted at young people who are vulnerable to criminal activity. Initiatives across all agencies should work to provide education and training opportunities that are focused on raising self-esteem and engaging young people in programmes that will turn them away from crime. Activity based programmes in school holidays would be in line with some of the new initiatives aimed at preventing juvenile crime that are already being considered as part of the review of childcare legislation. Measures to prevent crime are being considered by the Youth Justice Steering Group, which will report during 2004.
- **Develop drug and alcohol rehabilitation programmes in prison**
Young people coming out of prison with ongoing problems with drugs and alcohol are more likely to return to offending, as they are less likely to be able to secure jobs and reasonable accommodation. Programmes dealing with substance misuse also need to be in place in the community to divert young people from prison. Programmes are currently in place in the prison, provided by Drug Concern and the Guernsey Alcohol and Drug Advisory Council (GADAC). However, the present range of non-custodial sentences available restrict the options available for treatment in the community. The Bailiwick Drug Strategy has identified young people as a priority area for intervention and the Criminal Justice Drug Service, a partnership between the Probation Service and Drug Concern, has been set up to provide the court with alternatives to prison for those convicted of offences connected to their substance misuse. This area of the anti poverty strategy is being actioned under the drug strategy objective to develop appropriate community treatment services to enable diversion from prison in appropriate cases. The alcohol strategy, which is yet to be actioned, also proposes improved treatment services in the community

- Greater focus on rehabilitation of young offenders

Initiatives are in place and under consideration, with particular reference to rehabilitation and diversion from the court system in regard to vulnerable young people. Effective rehabilitation and diversion benefits the community, by preventing crime, and the individual, by improving their life chances. A comprehensive review of strategies in regard to Youth Justice is work in progress involving the Children Board, Probation Service, Police, Child Psychiatric Services and Education (see also Appendix 4 and Action Area D).

- Improve education, training and employment opportunities for prisoners

Education is provided in the Prison by lecturers from the CoFE, under a service level agreement between the Prison and the Education Council. The education programme for young offenders has recently been extended with support from the Careers Service and the Youth Service. Basic skills education should be extended for all those prisoners with poor reading and writing skills, to improve employability on release. Lack of stable employment is a factor in re-offending rates. The Prison's efforts to promote temporary release for training and pre release employment schemes, both of which improve the chance of successful rehabilitation are being supported by the Probation Service and Careers Service. The Board of Industry initiative in regard to an enhanced scheme to replace fieldwork needs to be progressed to assist some prisoners to acquire the relevant skills and work experience to hold down permanent employment (see Action Area B).

- Expand offending behaviour programmes in prison

The Prison has been running a highly credible Offending Behaviour programme for the past two years. Life skills courses are also run for Young Offenders. These courses are run to improve prisoners' ability to make properly informed choices about their behaviour on release. They are a factor alongside accommodation and employment provision that can alleviate the links between poverty and offending. These courses need to be given priority and protection from the pressures of staff shortages and overcrowding and programmes extended to cover specific offending behaviour such as violence and sexual offending. The Prison is putting staff and financial resources into continuation of the current programme. The Probation Service will over the next year be in discussion with the Prison about extending offending behaviour programmes to cover short term prisoners and young offenders, which are groups identified as being at risk of repeat offending and therefore needing additional resources.

- Develop resettlement schemes

There is currently co-operation between the Prison and Probation Service to smooth the transition from custody to community. The Services are aware of good initiatives such as pre-release employment schemes, which need to be developed further. Legislation currently awaiting enactment will extend post custodial supervision for adults and high-risk offenders, giving the probation service powers to place requirements on released prisoners to undertake rehabilitative programmes. Resettlement help for short term repeat offenders, and all young offenders is a priority for development. Key to this will be accommodation provision for people in vulnerable groups coming out of

prison. (Housing needs will be addressed as part of the Corporate Housing Programme – see Appendix 3 Action Area C.)

- Improve community policing

Community based policing is at the heart of the current policing plan of the Guernsey Police and has been so for five years. Recruitment and retention difficulties and other policing demands have hindered progress, but there has been a dramatic improvement over the past two years. The Force is seeking to use technology and civilian support to free up Officers from 'paperwork' to spend more time on the beat.

- Encourage the enhancement of the role of Neighbourhood Watch

There are several 'watch' schemes on the Island in existence, some of them based on localities and some based on occupations, (for example Taxi Watch). Most groups form and thrive when the community perceives a significant risk. Guernsey Police offer encouragement and support to communities that wish to form watch schemes but experience here and elsewhere is that they cannot be 'imposed' on a community.

- Develop a more inclusionary crime policy

Guernsey Police have various mechanisms for consulting the community on police issues. These include a Public Consultative Group and circulation of the Policing Plan to every household. A public survey is planned for 2004.

- Improve the security of individual homes of low-income households

The Police Force has a Crime Prevention Officer who has been trained in the scheme 'Secured by Design' and provides free security surveys for householders. The IDC circulates a list of planning applications to the Police Architectural Liaison Officer (ALO). This relates to all applications, not just to those for new dwellings. The ALO may comment on the proposals. Any comment made relating to planning issues would be taken into account by the IDC in determining the application under the Island Development Laws. Alternatively, the ALO may contact the applicant or agent direct to give advice, for instance where such advice may not relate directly to planning matters.

The Chief Officer of Police has undertaken for the Police to work with the Housing Authority and Non Governmental Organisations to attempt to reach low-income households to offer crime prevention support.

Action Area F: Fiscal and Legislative Measures

Lead: Advisory and Finance Committee

Scope of Work Plan:

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

Work Plan:

- Credit Union investigation
Credit Unions are designed to cater for the small saver and small borrower. They are of particular benefit to, although not exclusively for, those without access to mainstream banking facilities. They encourage people to save regularly and provide access to small loans in times of need. A feasibility report into the need for, and establishment of, a Credit Union in Guernsey will be prepared by December 2004.
- Equity release schemes
Equity release schemes are designed to help those who are asset rich, but income poor. Such schemes are targeted at pensioners and involve receiving a lump sum, or income, set against the value 'locked-up' in one's home, while retaining the right to live there. The merits of such schemes are being investigated.
- Investigation into introducing minimum wage legislation
In the Social Policy Working Group (SPWG)'s report to the States in May 2000 (Billet d'État XII, 2000), SPWG reported that the Board of Industry did not feel there was a need for minimum wage legislation. In light of the Townsend Centre's reports this situation will be kept under review. More information from other territories (including Jersey) will be obtained.
- Investigation into regulation of loans companies
The Board of Industry is expecting to put a policy letter on Fair Trading to the States in the first quarter of 2004. A second policy letter on Consumer Credit Legislation could follow on from this work and could include a section on regulation of loans companies. The merits of such an investigation are being discussed.
- Fuel and Energy Costs
The cost of fuel and energy per unit is often greater for persons on low incomes. This arises from the 'non-standard' means of procuring supplies through facilities such as electricity top up keys. Further investigation into ways of alleviating this problem is taking place.

5. RESOURCING THE CAPP

The CAPP will be resourced in a similar manner to the Corporate Housing Programme. Although much of the work will be carried out by the appropriate committees using existing budgetary and resource allocation procedures, it will be possible, in some instances, for these to be allocated to the CAPP rather than to individual States Committees. This corporate approach has two main advantages over the traditional method of devolving budgets to individual Committees. First, this approach allows resource management in cross-committee matters to take a flexible outlook and allocate resources on a 'needs' basis. Second, allocation of resources to corporate programmes now will ease the transition of such projects into the new structure of the States of Guernsey in May 2004, when changes instigated by the Machinery of Government Review come into effect.

Adequate resources will be required to develop and implement the CAPP. Requests for such resources will follow existing procedures. Financial and human resource implications have not been calculated at this stage, as many of the anti-poverty policy options are still being researched. It is anticipated that resources allocated to the CAPP will be synchronized by the Advisory and Finance Committee and Civil Service Board until May 2004 and co-ordinated by the Treasury and Resources Department thereafter.

It should also be noted that the contribution made by Non-Governmental Organisations (NGOs) is very much valued and it is intended that further consultation with NGOs will continue to take place, to serve as a link between the States and those whom the anti-poverty strategy is designed to help. For effective delivery of the anti-poverty strategy (under the CAPP), therefore, input will also be sought from NGOs, either in the form of advice, financial support or partnership working. It is the intention of the Committee to continue consulting with other States Committees and with the private sector and non-governmental bodies as work on the CAPP proceeds further. One example that includes a significant contribution from NGOs is the public-private funding partnership for the three-year pilot Community Development Project discussed in Section 4 under action area D. Partnership working has also been successfully used in the development of the Guernsey Youth Housing Project, which was approved by the States in November 2002. The development of services for homeless and disadvantaged young people is being delivered by means of a partnership between States departments and National Children's Homes (NCH), a voluntary organisation. **It is an approach that could provide a valuable model for the development of services to other vulnerable groups, where social needs have to be addressed.**

6. EFFECTIVE MONITORING

The progress of each action area and future action plans will be presented in the annual Policy and Resource Plan, which is likely to take place in December for 2004. The logistics of monitoring the performance, effectiveness and sustainability of the CAPP will be discussed in the 2004 Sustainable Guernsey Monitoring Report. The 2003 Sustainable Guernsey: monitoring Social, Economic, & Environmental Trends report contains a section on the development of a corporate evaluation framework (p183). It is anticipated that effective monitoring of the CAPP will involve both examining how the work-streams are progressing, as well as focusing on their outcomes. Monitoring the outcomes of the CAPP

will take place at two different levels. The take-up and outcomes of individual initiatives will be recorded for each action area; these will collectively be assessed by the Advisory and Finance Committee until 30 April 2004 and thereafter by the Policy Council on an annual basis. The success of the CAPP as a whole will be determined and evaluated against a repeat of the survey of Guernsey Living Standards early in 2009.

7. CONCLUSION

It is the aim of this Anti-Poverty Strategy to reduce relative poverty in Guernsey by at least 50% with respect to the benchmark set by the Survey of Guernsey Living Standards in 2001 within five years of the approval this policy letter by the States of Guernsey, i.e. by the end of 2008. However, the Committee believes that it is necessary to recognise that some people will always have more money than others; to suggest otherwise will lead to unrealistic expectations and disappointment. The Anti-Poverty Strategy and CAPP are, however, vital to achieve the States of Guernsey's strategic objective "*to protect those who are unable to safeguard their welfare or enjoy an adequate quality of life.*" At the beginning of the 21st Century people should be able to have the necessities of life, as defined by the majority of Islanders (over 50%) in 2000. The development and implementation of the CAPP should enable the States of Guernsey to fulfil its responsibility to "*access social needs and identify how, within the resources available to the community, these might best be met through a combination of services*", but the CAPP needs political support in order to do so.

8. RECOMMENDATIONS

The Advisory and Finance Committee recommends the States to: -

1. note the contents of this report and approve the development of a Corporate Anti-Poverty Programme as outlined;
2. agree the work plans for the six areas of the CAPP, as set out in section 4 of this report;
3. direct all States Committees to contribute to the development of the Programme where their assistance is required;
4. note that it is the intention of the Committee to continue consulting with other States Committees and with the private sector and non-governmental bodies as work on the CAPP proceeds further.
5. note that adequate resources, including human resources, will be required to develop and successfully implement the CAPP, and that requests for such resources will follow established States procedures in such matters.
6. direct the 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.

I should be grateful if you would lay this matter before the States with appropriate propositions.

Yours faithfully

L C MORGAN

President

Advisory and Finance Committee

APPENDIX 1: ANTI-POVERTY INITIATIVES ALREADY ACHIEVED

1. Increase in personal tax allowances
 Since the Requête in March 1998 there have been significant, above RPI (Retail Prices Index), increases in personal tax allowances. If the married person's personal tax allowance had increased at the same rate as the RPI, since 1998 this personal tax allowance would have increased by 13.18%. The increase in this allowance over this time period has, in fact, been 30.43%.
2. Single Pension Increases
 From 1 January 2003 the single pension increased from 62% of the married couple's pension in 2002 to 64% for 2003, at a cost of £1.57 million over and above the general increase in benefit. The additional expenditure has come from the Guernsey Insurance Fund. For 2004 the single pension will increase to 65% of the married couple's pension.
3. Increase requirement rate for income related benefits
 'Requirement rate' means the amount of benefit allowed for living expenses before the addition of a rent allowance. The single person requirement rates and benefit limitations were increased by 11% from 1 January 2003. For 2004 GSSA recommended that the single person supplementary benefit rate be increased by a further 9%. This has been approved by the States and will move the single person's requirement rate up to 67.5% of the married couple's requirement rate.
4. Increase in Supplementary Benefit and Public Assistance
 Benefit limitations were increased from £208 per week to £250 per week with effect from 1 January 2003. With the addition of an autumn and winter fuel allowance the maximum cash benefit available to a family on supplementary benefit, with no income from any other sources, is now £13,372 for a year. On top of this the family would receive free medical, dental, optician and physiotherapy cover. For 2004 the benefit limitation will increase from £250 per week to £263 per week.
5. Raise the Lower Income Limit for Social Security Contributions
 From 1 January 2003 a further 900 pensioners on low income have no longer been required to pay any contributions for the health and long-term care schemes.
6. Formation of the Corporate Housing Programme
 In February 2003 the States of Deliberation agreed to the formation of a Corporate Housing Programme to meet the Island's housing needs. The policy letter considered at that time outlined the work currently in progress (Billet d'Etat II). The 2003 Policy and Resource Plan report (Billet d'Etat XIV) sets out the Programme's Action Plans for 2003/4. (See also Appendix 3.)
7. Long-term care insurance scheme
 In March 2001 the States agreed a long-term care insurance scheme for Guernsey and Alderney. Provision of insurance funded long-term care in private sector residential and nursing homes is now available. Contributions to fund the scheme were collected from 1 January 2003 and benefits paid from 7 April 2003 to over 400 persons in private sector residential and nursing care homes. People must pay a co-payment of £119 per week before receiving benefits of up to £280 per week for residential care and £518 per week for nursing care. From 5 January 2004 the co-

payment will increase to £126 per week, the benefit for residential care will increase to £290.50 per week and the benefit for nursing care will increase to £539 per week.

From 7 April 2003, a simplified charging system was also applied to people receiving long-term care in the public sector hospitals and homes, with a standard bed charge of £119 per week, the same as the private sector co-payment, applying during 2003.

8. Develop family centres

A family centre is already open on the Bouet Estate and another opened at Les Genats on 16 July 2003. The Family Centre on the Bouet was developed at a capital cost of £79,638, and the annual revenue cost of £80,888; this will increase with extended services. The Family Centre on Les Genats has been developed at a capital cost of £249,950, and the annual revenue cost is expected to be £102,081.

9. Extend the Children Board services for pre-school or disadvantaged children / Children's Services Planning

A web site (named S.C.U.F.) giving information on services for children under five was launched early in 2003.

10. Guernsey Youth Housing Project

The States of Deliberation have agreed to proposals to provide 'move on' accommodation for vulnerable young people aged 16-21. This Youth Housing Project, which is managed and administered by NCH in partnership with the Children Board and Housing Authority, will become available during 2004. Some of the services of the project are currently available, and will be expanded as new resources come on line during 2004. The Guernsey Youth Housing Project is being developed at a capital cost of £455,000, and the annual revenue costs will be £360,000 when the project is fully staffed and operational.

11. Raise educational standards of school leavers

Raising standards is at the core of all policies implemented by the Education Council. The Education Council has produced an education development plan, which proposes the building of ten new schools over the next decade. This programme will greatly increase the learning opportunities of all island pupils, although there is still much work to be done with regard to the implementation of the plan. The school leaving age will be increased from 15 to 16 years by 2008, which will enhance the skill levels and, hence, employability of all students. A pilot programme to introduce a more flexible curriculum for pupils in year 10 and 11 has been introduced and is being considered for extension into other educational establishments (see also Action Area B).

12. Bus passes for the elderly

These have already been introduced. Bus transport is free for pensioners and a maximum of 50p per journey for other users. The bus service has also been much improved with a fleet of new buses with wheel chair/disabled access. It cost just over £3 million to buy the new fleet of buses and the bus service receives a general revenue subsidy of 1.5 million each year.

13. TV Licence

Anyone aged 75 or over, and people over 65 and receiving supplementary benefit, are now entitled to a free TV Licence for their principal residence, i.e. the place where they live most of the time.

14. Improve art and sport opportunities for young people

Guernsey offers a wide range of sporting and recreational opportunities for all ages, many of which should be affordable to all. The Recreation Committee has a stated objective that no participant or spectator should be denied access to any sporting or recreational pursuit because of a lack of physical, social or financial ability, wherever economically possible to achieve. This was exemplified by the 2003 NatWest Island Games in Guernsey where there was no admission charge for spectators for any of the events.

15. Advice on reducing housing-related health problems

This policy option is already ongoing. Individual advice is given by health visitors and other professional Board of Health Staff working in the community and general advice and information is available from the Health Promotion Unit and the Information Exchange.

APPENDIX 2: BACKGROUND AND RESEARCH

The background and research to this policy letter can be subdivided into three major milestones: -

- i. The initial response of the Advisory and Finance Committee to the Requête.
- ii. The Survey of Guernsey Living Standards
- iii. Research carried out in response to the Survey of Guernsey Living Standards.

i) Further to the March 1998 Requête: -

- The Social Policy Working Group (SPWG), which comprises senior officers from the Advisory and Finance Committee, Housing Authority, Children Board, Probation Service Committee, Board of Health, Income Tax Authority, Committee for Home Affairs (Police and Prison), Education Council and Social Security Authority, with advice from Professor Paul Spicker, researched standards of living in Guernsey and produced a preliminary report for the Advisory and Finance Committee.
- This report concluded that there was insufficient data on relative poverty⁶ in Guernsey to give a definite answer on the best method of addressing the States' concerns and that, based on the information that was available, it was unlikely that any one option held the solution; it was likely that a number of interrelated measures would be required.
- Following 31st May 2000, when the States considered this report (Billet d'État XII, 2000):-
 - The Advisory and Finance Committee sought tenders for a Survey of Guernsey Living Standards. The Townsend Centre for International Poverty Research at the University of Bristol was subsequently commissioned in July 2000.
 - It was agreed that SPWG would pursue a number of anti-poverty related measures in tandem with this investigation.

This policy letter supersedes the recommendations made in the Billet d'État XII, 2000.

ii) The Townsend Centre carried out the Survey of Guernsey Living Standards in two stages:

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- During stage one of the Survey of Guernsey Living Standards (carried out in November 2000) 1792 postal questionnaires were sent to a random sample of 855 households. 856 questionnaires were returned and used to establish the items and services that everyone should be able to afford and nobody should have to go without through lack of income. These results were published in June 2001 in a report entitled

⁶ In the Billet d'État XII, 2000 relative poverty was defined as *"Individuals, families or groups of people whose resources are so limited that they are excluded from what the local community considers to be an acceptable way of life."*

“The Necessities of Life.”⁷ The Townsend Centre also asked Islanders what could be done to improve their quality of life, quality of life in Guernsey and the quality of life of those who are less well off. A second report, “The Views of the People” was produced in August 2001, based on this research.

- Stage 2 of the Survey of Guernsey Living Standards was aimed at establishing the number of households where standard of living was below a minimum acceptable standard, as defined by the majority of Guernsey people as “Necessities of Life” (i.e. against the Stage 1 benchmark). Multiple deprivation was defined as being unable to afford four or more of the items or services classified as essential by 50% or more of the population. (For example, some people were unable to afford items such as a warm, waterproof coat and new, properly fitted shoes for children.) Any item or service that was considered a necessity of life by less than 50% of islanders was discarded. In depth interviews were carried out in 433 households (in March/April 2001) to determine which households were suffering from low incomes and multiple deprivation. 75% of the 433 households were selected at random. The other 25% of the 433 households were receiving supplementary benefit and therefore it was reasonably expected that these households might be suffering some hardship; the results were weighted accordingly.

A third report, “Poverty and Standard of Living in Guernsey” (January 2002) incorporated these results and concluded that, although the majority of people in Guernsey have a high standard of living, 16% of households have a standard of living below the standard acceptable to the majority of Islanders (i.e. they are suffering from relative poverty). An additional 5% of people are at risk of suffering from relative poverty. This deprivation disproportionately affects lone parents, single pensioners and large households with children. Almost two thirds (63%) of lone parents, two fifths (43%) of single pensioners and a quarter (26%) of large households with children are suffering from relative poverty. 76% of all poor households in Guernsey are either single pensioners or families with dependent children.

iii) In response to the Survey of Guernsey Living Standards the following research was undertaken: -

- The Advisory and Finance Committee commissioned the Townsend Centre in April 2002 to work with SPWG members to produce advice on the options that may form part of an integrated Anti-Poverty Strategy for Guernsey. The rationale for this approach was to combine international expertise in poverty research with senior officers’ knowledge of local social policies and services.
- A fourth report was produced by the Townsend Centre, entitled “Anti-Poverty Policies – A Range of Possible Options for Guernsey.” As its title suggests, this document was not prescriptive but set out a range of possible options that Guernsey could adopt in the development of an Anti-Poverty Strategy. Copies of this report have been publicly available since 25 February 2003. SPWG members and their respective States Committees carefully considered the Townsend Centre’s suggestions and initially subdivided the options into: -

⁷ Full copies of the four Townsend Centre Reports are lodged at the Greffe for the information of States Members.

- Initiatives already underway or being researched
 - Suggestions that could be practically implemented in full, or in part
 - Proposals requiring further research
 - Policies not appropriate for Guernsey
- SPWG members also added a number of suggestions. These results were amalgamated into a briefing paper for the Advisory and Finance Committee from which the Corporate Anti-Poverty Programme (CAPP) and a draft form of this policy letter were produced.
 - During the summer of 2003 consultation on the policy letter took place with the major Committees responsible for social policy, SPWG members and a range of Non-Governmental Organisations (NGOs) to refine the work plans incorporated in the CAPP.

APPENDIX 3: Anti-Poverty Policy options suggested by the Townsend Centre that will be addressed by the Corporate Housing Programme.

The policy options identified by the Townsend Centre in respect of housing are a subset of a wider group of policies that will be adopted to address the Island's housing problems through the Corporate Housing Programme.

The table that follows shows how these policy options have been, or will be, assimilated into the Corporate Housing Programme by relating them to the relevant Action Area in that Programme. A significant number of these policy options form part of the Corporate Housing Programme Action Plans for 2003/4. Where this is the case, they are marked with an asterisk (*)

RELEVANT CORPORATE HOUSING PROGRAMME ACTION POINTS FOR 2003/4	ANTI-POVERTY POLICY OPTIONS
ACTION AREA A <i>To present the States with a review of the fiscal policy options available to support the objectives of the Housing Strategy</i>	
<ul style="list-style-type: none"> To include specifically the review of States Home Loans and the fiscal implications of partial ownership schemes in meeting the needs of the Intermediate Housing Market. 	<p>Raise the number and size of States Homes Loans*</p> <p>The Townsend Report states that, in principle, the size of the States Loan should keep pace with the increases in house prices. Also such loans should be available to all who meet the qualifying criteria. However, these simplistic views do not take account of the consequences of such policies on house prices and the operation of the housing market in general, as identified in the recent study of the latter by LECG (as appended to the policy letter on the Corporate Housing Programme in Billet d'Etat II, February 2003).</p>
ACTION AREA B <i>To integrate land use planning policies which provide for sufficient housing to be created to meet strategic targets, with a range of measures to ensure that those opportunities are translated into development that meets the profile of local needs</i>	
<ul style="list-style-type: none"> The new Planning Law makes provision for the use of Planning Covenants that it may be possible to use, amongst other things, to require developers to provide a proportion of affordable homes as part of a private housing scheme. This is, however, a complex area where the Housing Authority and IDC consider that jointly commissioned research is needed to investigate a practical means of delivering a system that will work for Guernsey. This study will be commissioned during 2003 under the auspices of the CHP. 	<p>Encourage private building firms to build more affordable houses*</p> <p>This policy receives universal support, but its means of achievement is less obvious, almost certainly requiring either direct or indirect States subsidy.</p>

<p style="text-align: center;">ACTION AREA C</p> <p style="text-align: center;"><i>To support the development of agencies to provide for the varied needs of the Intermediate Market and to work with those agencies to ensure there is sufficient provision of affordable social housing to meet the reasonable needs of that sector</i></p>	
<ul style="list-style-type: none"> ▪ Completion of the Guernsey Housing Association development at Delancey (34 homes) in 2004. ▪ To commence the Guernsey Housing Association development at Rue des Marais/Rue des Lierres (80+ units) in 2003/4. ▪ To establish a development programme for new States houses to complement and supplement the GHAs' development programme. 	<p>Increase supply of social housing that is available to rent by building more States houses and/or expanding the role of the Guernsey Housing Association*</p> <p>Both the Housing Authority and the Guernsey Housing Association are committed to ongoing social housing development programmes.</p> <p>Improve provision of services for people with a disability</p> <p>Where possible, the States Housing Authority will adapt its existing properties for use by disabled persons, and both the Authority and the Guernsey Housing Association will take account of the needs of disabled people in their building programmes.</p>
<ul style="list-style-type: none"> ▪ The establishment of a joint Housing Authority / Guernsey Housing Association waiting list. 	<p>Introduce eligibility criteria for States and Housing Association properties*</p> <p>Review of eligibility for States and Housing Association accommodation (young people)</p> <p>Provide accommodation for ex-offenders who would otherwise be homeless</p> <p>It is intended that the Guernsey Housing Association will house categories of person not generally eligible for States accommodation, albeit that the Authority is reviewing its own eligibility criteria at the present time.</p> <p>Notwithstanding the above, there is the need to develop a States policy to address the accommodation requirements of those with special needs whether through age, social inadequacy, physical or mental health problems, or past criminal behaviour, as there are very few supported housing programmes currently in Guernsey. Models of provision that utilise non-governmental bodies – such as the recently established NCH /Guernsey Youth Housing Project or the sheltered housing scheme at Rosaire Avenue - need to be developed in tandem with policies operated by the Housing Authority and the Guernsey Housing Association.</p>
<ul style="list-style-type: none"> ▪ To commence building 86 mixed tenure units of predominantly affordable sheltered housing at Rosaire Avenue during 2003. The development will be managed by a specialist Housing Association, Housing 21. 	<p>Provision of care and support in sheltered housing (for older people)*</p> <p>Rosaire Avenue will provide on site care services for residents, enabling them to have a "home for life". The Board of Health will fund, in full, the care services for residents and the Social Security Authority will assist any person who cannot pay the full cost of rental and service charges. The Housing Authority is grant funding the capital development.</p>

<ul style="list-style-type: none"> ▪ To report to the States with details of a partial ownership scheme during 2003, including necessary legislative changes. 	<p>Introduce other affordable home schemes e.g. partial ownership*</p> <p>The introduction of partial ownership schemes will be a means of extending access to the housing market for those who cannot afford to purchase outright.</p>
<p style="text-align: center;">ACTION AREA D</p> <p style="text-align: center;"><i>To maintain and improve the quality of the States owned housing stock and to provide high quality tenancy services to the occupiers of those dwellings in order to foster communities that are pleasant and safe to live in</i></p> <ul style="list-style-type: none"> ▪ To present a suite of policies and procedures to the States covering the allocation of States houses and the management of tenancies, in order to comply with Human Rights legislation. ▪ To appoint a private sector contractor as a “partner” to carry out the estate refurbishment programme during Autumn 2003 	<p>Introduce eligibility criteria for States and Housing Association properties*</p> <p>This policy option is covered above in Action Area C.</p> <p>Introduce caretakers on States housing estates</p> <p>The development of community initiatives based in Family Centres on the Authority’s larger estates – the Bouet and Les Genats – may provide opportunities to provide such oversight in the future. (NB On a limited number of Housing Authority estates, tenants receive free accommodation for undertaking ‘warden’ duties.)</p>
<p style="text-align: center;">ACTION AREA E</p> <p style="text-align: center;"><i>To identify effective measures to improve the quality of private rented housing without reducing the size of the sector or raising rentals above the means of those on modest incomes and to do so in the context of promoting a wider programme of urban renewal</i></p> <ul style="list-style-type: none"> ▪ To undertake a study into the private rental sector in order to identify the range of measures that may be used to meet CHP objectives. ▪ To present a policy letter on the findings of the study to the States in the first half of 2004. ▪ To identify specific proposals for action in the next review of the CHP in the 2004 Policy and Resource Plan. 	<p>Introduce rent control*</p> <p>There is support for strengthening the existing rent control provisions. However, there is a concern that this could lead to a reduction in the numbers and quality of dwellings available for private rental, with concomitant increased demand for States/Housing Association accommodation.</p> <p>Improve tenancy rights of private sector with legislation*</p> <p>There is a lack of landlord/tenant legislation in the private sector enabling control of price, quality and security of tenure. If the private rented sector were better regulated, Guernsey’s overall housing problems would be significantly improved.</p> <p>Introduce a housing allowance/benefit scheme*</p> <p>There are strong inequities in the present position, whereby States financial support is available for homeowners and for people occupying States housing, but there is no such support for those in the private rental sector.</p>

	<p>Introduce a bond scheme to help with rental deposits*</p> <p>One of the impediments to poorer individuals securing private rented accommodation is the need for a deposit. Using charitable funding, the Guernsey Youth Housing Project is developing a scheme by which it will pay refundable deposits to private sector landlords to secure accommodation for young people. Help with rental deposits is also provided by other voluntary organisations (e.g. MIND), but these are regarded by the organisations concerned as a stop-gap measure. The requirement for a more inclusive scheme, to be run by either a States Department or a NGO, will be considered in the wider context of the study of the private rental sector, which will be used to frame the 2004/5 Action Plan for Action Area E of the CHP</p> <p>Introduce home improvement grants to landlords*</p> <p>The provision of home improvement grants for landlords may result in the upgrading of some poorer quality properties in the private rented sector and, therefore, should be investigated further. However, the provision of such grants would need to be the subject of detailed eligibility criteria, possibly tied to regulatory measures, e.g. the application of rent controls.</p>
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APPENDIX 4: ANTI-POVERTY POLICY OPTIONS SUGGESTED BY THE TOWNSEND CENTRE THAT COULD BE COVERED UNDER A REVIEW OF THE ADMINISTRATION OF JUSTICE TO CONVICTED CRIMINALS

Criminal justice

There is a general view expressed in the fourth Townsend report (page 115) that the options suggested to tackle crime would be most effectively implemented as part of a “*central policy to tackle the twin problems of crime and a growing prison population*”. There is, therefore, a need for a review of the administration of justice to convicted criminals, including a review of sentencing policy for the Island. Work is in progress between H. M. Procurer, the Committee for Home Affairs, and the Advisory and Finance Committee with a view to progressing such a review. The policies suggested by the Townsend centre that would fall under the umbrella of such a review are: -

- Scrap custody ‘option’ for those fined
- Introduce a unit fine system
- Reduce custody rates for adults
- End the imprisonment of juveniles (see also Action Area E on rehabilitation of young offenders)

APPENDIX 5: ANTI-POVERTY POLICY OPTIONS SUGGESTED BY THE TOWNSEND CENTRE THAT HAVE BEEN REJECTED, EITHER BECAUSE PROVISION HAS BEEN MADE IN AN ALTERNATIVE WAY, OR BECAUSE THEY ARE NOT CONSIDERED NECESSARY FOR GUERNSEY

1. Reduce cost of living for families with children

The measures proposed in the Townsend report, such as food co-operatives are felt to be more applicable to larger populations. Measures to assist families in managing on lower incomes are already undertaken through programmes on household budgeting, and family cookery courses that are provided by the Family Centres.

2. Introduce children's tax credit for low earners

This matter needs to be considered along with other recommended options involving tax credits. In general the assistance provided should not be universal, but should be targeted with the benefit being related to income and numbers of dependent children. Increasing Family Allowance (with claw back through the tax system) appears to offer a simpler and more effective measure for Guernsey (see Action Area A)

3. Set housing-related expenditure at 40% of total Supplementary Benefit

Limiting housing related expenditure to 40% of the benefit limitation is not a workable proposal for Guernsey. The Townsend Centre was questioned on how this could be achieved, because if there were to be a way, then clearly it should be pursued. No satisfactory explanation has been forthcoming.

4. Introduce homelessness legislation

Homelessness legislation in the UK places statutory obligations upon local authorities to house a wide range of persons with housing needs (i.e. the legislation is not confined to rough sleepers). It is felt that there is no need for such a statutory framework in Guernsey, where such obligations can be established on a policy basis. These policies would be designed to provide permanent rather than temporary accommodation.

5. Replace home improvement loans with grants to low-income home owners

The current system of home improvement loans, administered by the Housing Authority, works well, albeit that take-up is low. The arguments that a replacement system of grants is necessary and would increase take-up are not convincing.

6. Introduce disabled person's tax credit

In common with the approach recommended for the other UK tax credit initiatives, it is considered preferable to await stabilisation of the delivery systems in the UK scheme before evaluating the merits of the policy. Notwithstanding the above, the GSSA's general approach to providing financial assistance to disabled persons is to give substantial help to individual cases, having regard to their financial means, in preference to financial benefits linked only to the degree of disability.

7. Reconfigure Health Benefits Grant for frequent users of primary medical care

Medical costs are one of the key poverty issues, but the most effective solution would be an extension of the Medical Expenses Assistance Scheme, not the Health Benefit Grant scheme. The peculiar status of the Health Benefit Grant is that it was originally intended to be a stepping-stone to a comprehensive health scheme, which is no longer being pursued. The reconfiguration options for the grant, as described in the Townsend

report, would therefore not gain support. People who need to see the doctor frequently are not necessarily poor and they may well be covered by private medical insurance or friendly society.

8. Prescription pre-payment scheme

A pre-payment scheme for prescriptions is not recommended. This would offer a discount on the relatively modest prescription charge to rich and poor alike. Prescription charges, unless multiple items are concerned, are a relatively minor cost compared with the cost of seeing the doctor. As with the comment on the reconfigured health grant, the preferred focus is on the Medical Expenses Assistance Scheme.

9. Remove discretionary element of Medical Expenses Assistance Scheme (MEAS)

This recommendation is not supported. The MEAS is a non-statutory scheme, established in 1987 by resolution of the States. The resolution empowers the Social Security Authority to provide assistance with medical costs at its discretion. There is a capped General Revenue budget, with annual expenditure of around £85,000. According to the Social Security Authority, the discretionary nature of the scheme is a very effective part of the welfare safety net and allows the provision of specialised solutions for families who cannot afford medical treatment. In this respect there are similarities with the Social Fund in the UK which, although criticised for its arbitrary nature and restricted scope, remains an important source of help for many people. The MEAS should remain a discretionary scheme, but its budget should be increased to assist more families with their medical costs (as stated in action area A of the CAPP).

10. Development of housing 'foyers' for disadvantaged young people

Housing foyers, which have been developed in England, offer accommodation for young people that is linked to employment or training opportunities. This type of service is already being developed as part of the Guernsey Youth Housing Project (see Appendix 1). Links have been made with local employers and with the Careers Service, and as the project becomes fully operational, this part of the service can be further expanded. This resource will meet the needs of vulnerable young people in Guernsey, and the development of housing foyers as such are unnecessary.

11. The introduction of comprehensive education

The Education Council undertook a major consultative exercise in 2000 to consider the future secondary and tertiary education system of the Bailiwick of Guernsey. The outcome was a resolution to maintain a selective system of Education. As a result of that direction the Education Council has restructured its secondary and tertiary provision. In the States debate in 2001 members were divided on the issue of selective education. The effects of a selective education system, and its links to poverty, should be kept under periodic review.

12. Vehicle fuel rebate for those on a low income

This option is not endorsed. There is a States policy to reduce the traffic on Island roads, part of which is underpinned by subsidised bus fares and the recent purchase of a fleet of brand new user-friendly vehicles. Also the local petrol price is one of the lowest in Europe.

13. Introduction of free primary health care services for young people

This recommendation is rejected. The fourth Townsend report is not particularly informative on its proposal of “*universal free healthcare provision funded through progressive taxation (universal ‘claw back’)*” (p102). The funding of primary healthcare for children would be an integral part of the medical cover available to more low-income families under an enhanced budget MEAS scheme.

14. Introduce discharge grant for prisoners

The Probation Service works closely with Public Assistance to provide prisoners with money on release. This casework approach in conjunction with employment schemes is favoured, rather than the introduction of a standard grant, which is not necessary in all cases.

15. Improve school bus service

The majority of schools are already serviced by a free designated school bus service. For those pupils using scheduled bus services, bus tickets are provided either free or at 20 pence per journey, depending on the age and/or proximity of the pupil’s residence to the school. There is, therefore, not a strong link between poverty and improving the school bus service and there is no need to include this policy as part of a strategy to address relative poverty in Guernsey. It should be noted, however, that following the States approval in March 2003 of the States Traffic Committee’s policy letter on an Integrated Road Transport Strategy, the Committee is actively investigating improvements to school bus services as a result of transport policies. This policy option is therefore being pursued for reasons other than anti-poverty.

16. Introduce a fuel poverty strategy/Home Energy Efficiency Scheme

The UK Fuel Poverty Strategy was launched in November 2001. It is more concerned with energy efficiency and downward pressure on fuel bills, than with benefit payments. The Board of Administration’s Energy Efficiency Group provides a free service to householders to have an energy audit carried out, with specific advice supplied to applicants. It is felt that this work would be best progressed when the new Environment Department is formed after 1 May 2004, as energy consumption has both economic and environmental implications. (See also Action Area F on fuel and energy costs.)

17. Encourage introduction of mediation services

There are benefits of mediation services in order to resolve certain types of disputes. Although it is likely that a number of voluntary bodies have the capacity to, or are already, providing such services, there is potential to increase the co-ordination and subsequently increase public awareness of such facilities. However, this option is of broader scope than this anti-poverty strategy.

APPENDIX 6: NON-GOVERNMENTAL ORGANISATIONS INCLUDED IN THE CONSULTATION PROCESS

1. Age Concern, Guernsey
2. Association of Guernsey Charities
3. Chamber of Commerce
4. Citizens Advice Bureau
5. Community Practitioners and Health Visitors Association
6. Drug Concern
7. Friends of the Earth
8. Guernsey Alcohol and Drug Abuse Council
9. Guernsey Council of Churches
10. Guernsey Housing Association
11. Guernsey International Business Association
12. Guernsey Round Table
13. Guernsey Welfare Service
14. Guernsey Youth Association
15. Guernsey Youth Concern
16. Guernsey Youth Housing Project / NCH
17. Institute of Directors
18. La Société Guernesiaise
19. Lions Club of Guernsey
20. Maison St Pierre
21. MENCAP
22. MIND
23. National Trust
24. NSPCC
25. Redcross – Guernsey Branch
26. Retired Union Members and Old Age Pensions Association
27. Rotary Club of Guernsey
28. Taxation sub-group (Guernsey Association Chartered and Certified Accountants)
29. The Salvation Army
30. Victim Support
31. Victoria Hospital Incorporated
32. Women's Royal Voluntary Service

The States are asked to decide:-

VII.- Whether, after consideration of the Report dated the 24th October, 2003, of the States Advisory and Finance Committee, they are of opinion:-

1. To note the contents of that Report and approve the development of a Corporate Anti-Poverty Programme as outlined.
2. To agree the work plans for the six areas of the CAPP, as set out in section 4 of that Report.
3. To direct all States Committees to contribute to the development of the Programme where their assistance is required.
4. To note that it is the intention of the States Advisory and Finance Committee to continue consulting with other States Committees and with the private sector and non-governmental bodies as work on the CAPP proceeds further.
5. To note that adequate resources, including human resources, will be required to develop and successfully implement the CAPP, and that requests for such resources will follow established States procedures in such matters.
6. 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.

STATES BOARD OF ADMINISTRATION**GUERNSEY AIRPORT RUNWAY**

The President
States of Guernsey
Royal Court House
St Peter Port
Guernsey

23 October 2003

Dear Sir

GUERNSEY AIRPORT RUNWAY**1. Executive Summary**

1.1 At its meeting of 13 December 2001, the States of Deliberation considered the Board of Administration's Report (dated 01 November 2001 and published in Billet d'État XXIV, 2001) regarding the possibility of an extension to the Guernsey Airport runway.

1.2 The States of Deliberation directed the Board to report back to the States with its findings, following continued consultation with the States Advisory and Finance Committee, the States Board of Industry, the Island Development Committee, the States Tourist Board, the States Transport Board, the relevant Douzaines and other interested parties, with regard to a possible future extension of the Guernsey Airport runway.

1.3 Further to the Halcrow Group Limited technical reports of 2000 and 2001, the Board commissioned BAE SYSTEMS Infrastructure Solutions to identify the feasibility, constraints and potential benefits of extending the runway. The resultant report 'Guernsey Airport – Runway Extension – Runway and Taxiways' includes studies of future aircraft identification and their performance characteristics; proposals to accommodate the relevant aircraft types with respect to physical constraints of the airfield; and cost analysis.

1.4 The BAE SYSTEMS Infrastructure Solutions' report also examined the requirements for Runway End Safety Areas (RESAs).

1.5 Following receipt of the study and consultation with various interested parties regarding the recommendations for runway extension and strengthening, the Board reviewed the situation regarding the Guernsey Airport runway. **The Board recommends that the runway should not be extended at this time, as it continues to satisfy the Island's requirements for air links. The Board is of the**

view that the existing runway is able to facilitate those air links for the foreseeable future.

1.6 The Board was mindful that the Rough Order of Magnitude costs, as identified by the consultants, were high in comparison to the potential benefits that might be obtained through works to extend the runway. To date, the Board has not received any full commercial and financial justification from any organisation to demonstrate a business case for extending the runway. The building industry on Guernsey is ‘overheated’ at present and the commencement of another such large-scale project would lead to very high quoted costs for the construction works to extend the runway and a further contribution to the ‘overheating’.

1.7 Additionally, the Board noted that the two main air operators (which between them are currently responsible for approximately 98% of the air passenger movements to and from Guernsey) have not indicated any requirement for an extended runway at Guernsey Airport, either now or in the foreseeable future.

1.8 It is suggested that the Board of Administration, or whichever committee/department is responsible for the operation of Guernsey Airport in the future, could report to the States in future as to whether or not further consideration is being given to the provision of an extension to the runway. This could be progressed through the annual Policy and Resource Planning Report submissions by the committee/department operating the airport.

1.9 If the States of Deliberation were to decide that it was strategically necessary to extend the Guernsey Airport runway, and thereby to incur related costs, the Board would expect to work with other pertinent States’ committees in order to facilitate the required construction works. If it were decided to extend the runway for strategic reasons it would be appropriate for the costs of the work to be met from General Revenue.

1.10 The Board has noted an opportunity to benefit from the utilisation of surplus inert landfill material for earthworks to the eastern and western ends of the runway and wishes therefore to commence preparatory works for future Runway End Safety Area construction, subject to such consultation and approvals as may be necessary.

2. Introduction

2.1 At its meeting of 13 December 2001, the States considered a Report, dated 01 November 2001, from the Board of Administration regarding the Guernsey Airport Runway. Following consideration of that Report, the States resolved: -

1. *“That a runway extension shall not be constructed at the present time.*
2. *To direct the States Board of Administration to continue its consultation with the States Advisory and Finance Committee, the States Board of Industry, Island Development Committee, States Tourist Board, States Transport Board, relevant Douzaines and other interested parties with*

regard to a possible future extension of the Guernsey Airport runway and report back to the States with its findings when necessary.

3. *To direct the States Board of Administration to investigate the options with regard to an enhanced Instrument Landing System at Guernsey Airport.*
4. *To direct the States Board of Administration to undertake the routine/rehabilitation works for the existing runway.*
5. *To direct the States Board of Administration to formulate a programme to replace the concrete aprons at the Airport, phased over a period of three to five years.*
6. *To direct the States Board of Administration to seek advice from the Civil Aviation Authority regarding the most appropriate length for the Runway End Safety Areas at Guernsey Airport and to report back to the States with options for those Runway End Safety Areas.”*

2.2 As stated in the Board’s Report of 01 November 2001, Guernsey Airport’s existing runway is 1,463 metres long. By way of comparison, Jersey Airport’s runway is 1,706 metres and Southampton Airport has a runway of 1,723 metres. London City Airport has a runway of 1,199 metres (it is recognised that this runway length is exceptionally short because it is restricted by geographical limitations, as is Guernsey’s runway to a lesser extent).

2.3 In accordance with the States’ Resolutions of 13 December 2001, the Board intends to report separately to the States of Deliberation in due course regarding the routine/rehabilitation works for the existing runway. Prior to the Board’s Report of 01 November 2001, it had been recognised that there was a, “*maintenance requirement to resurface the existing runway within the next three to five years and [the Board] had included provision for this in the Airport’s rolling Capital Programme.*” (Paragraph 4.4, page 1680, Billet d’État XXIV, 2001)

2.4 The Board also intends to report separately to the States of Deliberation in due course in respect to the phased programme for the replacement of the concrete aprons at the Airport. To that end, the Board has already commissioned BAE SYSTEMS Infrastructure Solutions to produce a separate report, “*to determine the appropriate solution to strengthen the existing aircraft parking aprons to receive the types of aircraft defined in [the BAE SYSTEMS Infrastructure Solutions’] Guernsey Airport – Runway Extension Report 1 [– Runway and Taxiways, January 2003]. In addition, the report considers the potential for including two additional aircraft parking stands.*” (taken from the Executive Summary, BAE SYSTEMS Infrastructure Solutions’ Guernsey Airport – Runway Extension Report 2 – Aprons, January 2003).

3. Commissioning of studies

3.1 The Board appointed BAE SYSTEMS Infrastructure Solutions (hereinafter ‘BAE SYSTEMS’), in Autumn 2002, to assist the Board with a further runway evaluation study.

3.2 The Board chose BAE SYSTEMS as its consultant because it has the requisite technical expertise, being one of the top international firms in this field. Further, the Board already had experience of working with BAE SYSTEMS.

3.3 The study undertaken by BAE SYSTEMS comprises two complementary reports and a set of plans. The second report deals with the matter of replacement of the concrete aprons at Guernsey Airport and the Board will report separately on that issue in due course.

4. Report 1 – Runway and Taxiways

4.1 The objectives were, *“to identify the likely range of aircraft liable to serve the airport over the coming 25 years and provide recommendations for the necessary actions that the airport will need to take to ensure that these aircraft can be effectively accommodated.”* (taken from the Executive Summary of BAE SYSTEMS Infrastructure Solutions’ Guernsey Airport – Runway Extension Report 1 – Runway and Taxiways, January 2003). The report also provided Rough Order of Magnitude costs for the works outlined therein.

4.2 The report was developed from three complementary studies (a) future aircraft identification study together with their performance characteristics; (b) proposals to accommodate the relevant aircraft types with due regard to the physical constraints of the airfield; and (c) cost analysis of the proposals.

4.3 The report was completed in January 2003 and presented to the Board of Administration at its meeting of 04 February 2003. (A copy of the full report has been deposited at the Greffe for the information of Members of the States.)

5. Report 1 – Current Situation

5.1 *“The length of the runway, its strength and the ability to park safely, limits the type of aircraft using Guernsey Airport.”* (pages 6 and 7, BAE SYSTEMS Infrastructure Solutions’ Guernsey Airport – Runway Extension Report 1 – Runway and Taxiways, January 2003). The runway at Guernsey Airport is currently 1,463 metres long, by 45 metres wide. The strength of the runway is declared at a PCN (Pavement Classification Number) of 22. Large aircraft are restricted from parking on the existing aprons in front of the existing terminal as their tail fins protrude through the ‘transitional surfaces’ implied by the runway. Larger jet aircraft have operated at Guernsey Airport but their services have been subject to restricted load capacities, which effectively reduces the distance that can be flown or the number of passengers/quantity of cargo carried. [NB A list of abbreviations and glossary of terms used in this Report is provided as Appendix I.]

5.2 As stated in the BAE SYSTEMS’ report, the airfield at Guernsey Airport, *“is constrained by the extent of surrounding domestic development and rolling topography.”* (page 7, BAE SYSTEMS Infrastructure Solutions’ Guernsey Airport – Runway Extension Report 1 – Runway and Taxiways, January 2003).

6. Report 1 – Future Aircraft Identification

6.1 In order to research and analyse the future air traffic that might use Guernsey Airport during the forthcoming 25-year period, BAE SYSTEMS examined trends in the air transport market, with particular regard to the likely balance of aircraft types available (turboprop (TP) and regional jet (RJ)). A number of factors were considered including trend analysis of air traffic statistics, airline strategies, aircraft availability, air operator fleet studies, economic aspects, air traffic control issues, route distances, alternative forms of transport and aircraft performance issues.

6.2 The types of aircraft currently in use, and those likely to be introduced in the near future, were examined. The report considered global trends, European trends and possible implications for services to/from Guernsey. Manufacturers' forecasts were taken into account. Market trends were analysed with respect to airline strategies; air traffic statistics; economic factors – including tourism and the Island's finance sector; impacts of EU and other Regulations; route distances and alternative modes of travel.

6.3 It was noted that current Guernsey Airport operations were 80% TP aircraft (including the DHC Dash 8-Q400, ATR42, ATR72) and 20% jet operations (including the BAe146 / Avro RJ). There were no particular performance or operational issues with these aircraft in regard to the existing runway length at Guernsey Airport.

6.4 The design aircraft were selected based on aircraft availability and fleet studies. The new generation of regional jets was selected as the design aircraft for runway length, as it was thought that these were likely to form the majority of scheduled jet aircraft movements towards the end of the 25-year period considered in the report. Specifically those regional jets include the Embraer 170, Embraer 175, Embraer 190, Embraer 195, Bombardier CRJ 700 and Bombardier CRJ 900. A runway length of 1,700 metres is the minimum to enable, "*satisfactory payload range performance for these types of aircraft.*" (page 15, BAE SYSTEMS Infrastructure Solutions' Guernsey Airport – Runway Extension Report 1 – Runway and Taxiways, January 2003).

6.5 The Boeing 737-600 and 737-700 were selected as the design aircraft for pavement strength purpose, as they could be utilised for future charter operations to/from Guernsey. A pavement strength of PCN 34 would permit the unrestricted operation of a Boeing 737-600. It was noted that these aircraft types would also, "benefit" from a runway length of 1,700 metres. It was noted that Boeing 737 aircraft had previously been used for charter operations to Guernsey.

7. Report 1 – Physical Constraints of Airfield

7.1 The BAE SYSTEMS' report states that the surrounding topography is a critical issue when assessing the feasibility of any extension to the runway. It is noted that for Guernsey, *“the runway is located on relatively high ground, with the levels falling away from the thresholds at both east and west ends... some degree of ground fill is inevitable in order to achieve the necessary gradients for runways and their related surrounding areas.”* (page 18, BAE SYSTEMS Infrastructure Solutions' Guernsey Airport – Runway Extension Report 1 – Runway and Taxiways, January 2003).

7.2 The BAE SYSTEMS' report identifies that it would be possible to extend the runway at Guernsey Airport to 1,700 metres within existing physical constraints/obstacles, albeit at substantial cost.

7.3 If the States of Deliberation was to consider that it would be strategically beneficial to extend the runway at Guernsey Airport, it should be aware that there are physical constraints on the maximum realistic achievable length (as mentioned above, Paragraph 7.2). Considerable restrictions are imposed by such features as: close proximity to a built-up area (impacts on local residents); the water tower to the east; existing roadways to the east and the west; and the topography of the land surrounding the Airport (particularly to the east).

7.4 As the Board identified in its Report of 01 November 2001, *“The road [Route de Plaisance] could be re-aligned (together with adjacent properties); additional earthworks could be undertaken in order to level the land sufficiently; the water tower could be relocated; and the States could purchase additional land parcels.”* (Paragraph 19.2, page 1689, Billet d'État XXIV, 2001). The costs incurred in so doing are very high, particularly as the Board remains convinced that a runway extension is unnecessary for the time being.

8. Report 1 – Option recommended by Consultants and Associated Costs

8.1 BAE SYSTEMS recommended extensions at each end of the runway, such that the resultant extended runway would be 1,700 metres in length. This runway length was recommended to accommodate the design aircraft whilst remaining within existing physical constraints, this includes not having to relocate the water tower (and can also incorporate the associated 240-metre Runway End Safety Areas (RESAs) within those constraints – as in Section 12). A runway of 1,700 metres can be produced by approximately equal extensions at each end (109-metre extension to the east end and 128-metre extension to the west end - this equalises the local environmental impact and permits suitable phased construction during the Airport's non-operational hours).

8.2 BAE SYSTEMS recommended that the optimum solution for the runway would extend it to a total of 1,700 metres with associated RESAs of 240 metres length, that meet International Civil Aviation Organization (ICAO) and UK Civil Aviation Authority (CAA) requirements. Such works to achieve the extension could also incorporate gradient rectification and the strengthening of the runway to a PCN of 34.

8.3 A runway extended to 1,700 metres and strengthened to a PCN of 34 would facilitate the continued operation by existing airlines serving the Island (including their likely future fleets) and those carriers that might wish to operate to Guernsey in the future; it enables the design aircraft to utilise Guernsey Airport (as mentioned in Paragraphs 6.4 and 6.5).

8.4 Rough Order of Magnitude costs identified for the recommended option are £20.5 million (the level of accuracy related to this has been assessed at approximately 20%). BAE SYSTEMS took into account such factors as: material supply considerations due to Guernsey's island status; the potential reclamation of excavated materials from one part of the site being utilised to fill other parts; and stockpiling of suitable materials.

8.5 The study identified that certain aircraft would be subject to a restriction on the distance that could be flown or the number of passengers/quantity of cargo carried, even if Guernsey Airport's runway were to be extended to 1,700 metres. This includes the Boeing 737 aircraft identified in Paragraph 6.5.

A number of arguments could be, and have been, advanced for an extension to the runway at Guernsey Airport. Many of these were detailed in the Board's 2001 Report and are summarised (and where appropriate updated), for ease of reference, in the following sections (9-11).

9. Aircraft that can use the existing Guernsey Airport runway and an extended runway

9.1 Various aircraft types are able to utilise the existing Guernsey Airport runway, both with and without payload penalties or range restrictions. A sample of those aircraft was shown in Table 1 of the Board's Report of 01 November 2001, and is reproduced in Appendix II of this Report, for ease of reference. As the Board recognised in its Report of November 2001, *"Other aircraft types (including the vast majority of corporate jet aircraft) can operate with the existing Guernsey Airport runway length, although some of them might have a payload penalty or range restriction."* (Paragraph 14.4, page 1686, Billet d'État XXIV, 2001)

9.2 Additionally, a number of recently developed aircraft (or those currently in development) could also operate from the existing runway. These include the DHC Dash 8-Q400 (it is understood that flybe has seven of these in its fleet, a further fourteen on order and options for another twenty aircraft).

9.3 It has been noted that an additional range of aircraft types would be likely to be able to use the runway at Guernsey Airport if it were to be extended to 1,700 metres. However, some of those aircraft would still be subject to limitations on numbers of passengers, quantity of cargo and/or range. This includes the Boeing 737-600 used by BAE SYSTEMS as its design aircraft for the strength of the runway (as in Paragraph 8.5).

9.4 As stated in the Board's Report of 01 November 2001 (Paragraph 15.2, page 1686, Billet d'État XXIV, 2001), *"The provision of an extended runway would not guarantee the protection of existing services or the attraction of new services. Airline route and fleet decisions are influenced by a variety of internal and external factors."*

10. Future Airline Fleets – Guernsey routes

10.1 In the Board's Report of 01 November 2001, (Paragraph 16.1, page 1687, Billet d'État XXIV, 2001), it was noted that proponents of a runway extension could argue that within a certain number of years, *"a proportion of current and potential user airlines will have phased out their turboprop aircraft and replaced them with regional jets (RJ). It could further be argued that the existing runway at Guernsey Airport is too short for a number of RJs. Therefore, if airlines were to replace turboprops with RJs, the potential routes that could be operated to Guernsey (and the resultant potential tourist market) could be limited by the existing runway length. This would suggest that there would be an increasing difficulty for airlines to service routes to Guernsey and a decreasing ability to meet travellers' needs."*

10.2 However, it was also noted that the future composition of airline fleets was not easy to predict. Airline fleet composition is dependent on a multitude of factors, including the continuing difficult aviation climate – which has been affected in recent years by the terrorist attacks on 11 September 2001, by the SARS (Severe Acute Respiratory Syndrome) outbreak and by the Iraq war of early 2003. The Board continues to be of the view that, *"It might be that airlines are reluctant to alter radically the structure of their fleets in the light of uncertain financial positions."* (Paragraph 16.2, page 1687, Billet d'État XXIV, 2001).

10.3 Turboprops form a substantial part of airline fleets and are likely so to do for the foreseeable future. Operational turboprops are likely to continue in service for many years. New turboprops are still being manufactured. Additionally, many jet aircraft could utilise the existing runway at Guernsey Airport.

10.4 The report from BAE SYSTEMS includes a substantial analysis to determine the future aircraft types likely to operate to Guernsey Airport. It includes a statement relating to the orders placed globally for aircraft during the 12-month period from September 2001 – September 2002. During that period, *"of the 387 RJ/TP orders placed..., 124 (32%) were RJs and the remaining 263 (68%) were TPs. This is a reversal of the trend shown over the 3 years previous to September*

2001” (page 10, BAE SYSTEMS Infrastructure Solutions’ Guernsey Airport – Runway Extension Report 1 – Runway and Taxiways, January 2003). Additionally, Halcrow Group Limited was of the view that the substantial market in modern turboprop aircraft would continue and that some carriers would continue to utilise these on routes to which they remain well-suited (Section 5.2, Report to the States of Guernsey on the Guernsey Airport Runway Evaluation Study - Aviation Industry Consultation, Halcrow Group Limited, April 2001).

10.5 In the previous Report from the Board of Administration, 01 November 2001, it was stated that, *“the airlines that currently operate to Guernsey have indicated, in the main, that their aircraft are able to utilise the runway at Guernsey Airport. They have also stated that it is satisfactory for their intended future airline fleet composition.”* (Paragraph 16.6, page 1687, Billet d’État XXIV, 2001) The vast majority of air passengers to, and from, Guernsey are carried by flybe and by Aurigny Air Services Limited. Indications from those airlines (in response to BAE SYSTEMS during the compilation of its report and in regard to earlier studies) are that the existing runway is sufficient both for their current and for their future proposed operations.

10.6 The two main air operators (which between them are currently responsible for approximately 98% of the air passenger movements to and from Guernsey) have not indicated any requirement for an extended runway at Guernsey Airport, either now or in the foreseeable future.

10.7 It should be reiterated that even if the runway were to be extended to the length recommended by BAE SYSTEMS (1,700 metres) a number of aircraft types would still remain unable to operate to Guernsey without a restriction to the effective range and/or the quantity of passengers/cargo which could be carried (as in Paragraph 9.3). These aircraft types might include the Boeing 737-600 and the Embraer ERJ 135LR/145ER variants and the Bombardier CRJ 200/700/900 variants.

10.8 Finally, as noted in the Board’s Report of 01 November 2001, *“New generation regional jets are being developed, which are expected to be less demanding in terms of runway lengths required... The new generation RJs are targeted towards a wider range of airports and, therefore, require shorter runway lengths than the existing RJs.”* (Paragraph 16.9, page 1688, Billet d’État XXIV, 2001). It is understood that the Embraer ERJ 170; ERJ 175 and ERJ 190, which are now being developed, should be capable of future operations to Guernsey, with its existing runway.

10.9 Speculation regarding the future of airlines’ fleet composition continues to provide insufficient evidence, at this time, to suggest that Guernsey would benefit significantly from an extension to its runway. This is particularly pertinent in the light of the purchase of Aurigny Air Services Limited by the States of Guernsey in May 2003.

11. Financial Implications of a Runway Extension

11.1 The estimated total costs for the extension of Guernsey Airport runway to a length of 1,700 metres are in the order of £20.5 million. The recommended works include gradient rectification, strengthening and resurfacing of the runway and the provision of associated RESAs (please refer to Section 12). If the runway were not to be extended, resurfacing works would still be required.

11.2 In its Report of 01 November 2001, the Board of Administration noted that a runway extension could be justified through the argument that, *“a longer runway would enable aircraft with larger carrying capacities to serve existing routes to Guernsey. This would suggest that there would be a decrease in operating costs per passenger, leading to a decrease in the price of each passenger ticket. This in turn could increase the passenger movements and thereby increase airport revenue.”* (Paragraph 17.2, page 1688, Billet d’État XXIV, 2001).

11.3 The Board recognised that the cost of extending the runway would need to be offset against any potential increase in the Airport’s revenue over a period of time, regardless of the method that was chosen to recover those costs. (page 1688, Billet d’État XXIV, 2001).

11.4 Proponents of an extension to the runway might also argue a case by comparing, *“the investment costs of the extension with the expected Airport revenues plus the gains to the Island’s economy.”* (Paragraph 18.1, page 1689, Billet d’État XXIV, 2001). A longer runway could permit the use of alternative aircraft types enabling more passengers to be carried per aircraft and/or more distant destinations to be reached. Either of these scenarios could generate new tourist markets or new routes, leading to increased revenue for the Island.

11.5 Research would be required to identify which aircraft would be most fitting to operate to/from any particular destination, this would require the inclusion of such factors as which aircraft types are preferred by passengers, potential fares, route economics, the proposed frequencies of service and the purpose of any travel (i.e. business, leisure, etc). The Board is of the view that this extensive market research would be best carried out under the direction of the Guernsey Tourist Board or the Board of Industry who have the mandate and experience in these areas.

11.6 The aviation industry remains dampened by recent events (as in Paragraph 10.2). Consideration of new routes would include information concerning the prices that potential passengers are prepared to pay (a) for travel and (b) at their destination. Airlines might not view Guernsey as a commercially viable destination, regardless of the runway length and their own fleet composition.

11.7 The rate at which passenger movements increase over time might not be altered by any change in aircraft operated to Guernsey, as a result of an extension to the runway. *“It might be that the trend of increasing passenger movements is unaffected; as aircraft with larger seating capacities could be operated less frequently than current aircraft but carrying larger numbers of passengers on each service rotation.”* (Paragraph 18.5, page 1689, Billet d’État XXIV, 2001).

11.8 In contrast to the ‘dampened’ aviation industry (Paragraphs 10.2 and 11.6), the building industry on Guernsey is ‘overheated’ at present and the commencement of another large-scale project (such as an extension to the runway), when it is not absolutely vital, would lead to very high quoted costs for the construction works and a further contribution to the ‘overheating’. The Board of Industry recently brought a Report, dated 19 March 2002, to the States in regard to the escalating costs of construction in the Island (“The Construction Industry and the States Capital Spending Programme”, Board of Industry, Billet d’État VI, 2002).

11.9 The Board of Administration remains of the view that the investment costs involved in extending the runway are extremely high in comparison to any potential gains to Guernsey’s economy that might result following such an extension.

11.10 Any works necessary to extend the runway in the future could be funded from the Ports Holding Account and/or from General Revenue. In its Report of 01 November 2001, the Board recognised that, *“the cost of any extension to the Airport runway would be high, and extension to the practical limit would be extremely costly.”* Therefore, if it were decided to extend the runway for strategic reasons, *“the Board would strongly recommend that the costs of the work should be met from General Revenue”* (Paragraph 28.3, page 1696, Billet d’État XXIV, 2001).

12. Runway End Safety Areas (RESAs)

12.1 The criteria which the Board uses to determine the physical characteristics of the Airport are set out in the United Kingdom’s Civil Aviation Authority’s (CAA) publication, entitled ‘CAP 168’ (“Licensing of Aerodromes”).

12.2 One of the specific requirements is that runways should have Runway End Safety Areas (RESAs). This is defined as an area that, *“is twice the width of the runway and extends outwards from the end of the runway strip. It provides space for an aircraft to run beyond the limit of the runway in the event that it failed to stop on landing or in the event of an aborted take off or any other incident, without excessive damage or injury to the occupants.”* (Paragraph 22.1, page 1691, Billet d’État XXIV, 2001)

12.3 In the United Kingdom, the CAA is mandated to inspect airports to ensure compliance with the provisions of CAP 168. Although the CAA has no such responsibility in the Bailiwick, the Board invites it to undertake an annual inspection of the Airport against the provisions of CAP 168. Additionally, the Royal Court licences Guernsey Airport and is advised by the CAA in regard to compliance with standard regulatory principles and practices.

12.4 The current RESAs at Guernsey Airport are 90 metres in length and are considered to be compliant with CAP 168, with due regard to the current runway length and profile and to the volume and type of air traffic using the runway. However, any alteration to these factors would require the adoption of new requirements, which recommend that RESAs should be not less than 240 metres in length.

12.5 If the States of Deliberation was to decide that it was strategically vital to extend the runway at Guernsey Airport, BAE SYSTEMS has identified that the runway could be extended to a total of 1,700 metres together with the full 240-metre RESAs that have to be provided in compliance with CAP 168 (as in Paragraph 8.2).

12.6 It might be possible to seek to provide reduced RESAs with an extended runway at Guernsey Airport, which would have to be subject to a detailed safety case made to, and approved by, the CAA. However, in order to minimise risks, BAE SYSTEMS has recommended that fully compliant RESAs should be provided if the runway is extended. (Section 6.2.1, page 19, BAE SYSTEMS Infrastructure Solutions' Guernsey Airport – Runway Extension Report 1 – Runway and Taxiways, January 2003).

12.7 Any work to extend the RESAs associated with the existing runway would provide an additional safety element at Guernsey Airport. Additionally, it would act as a foundation for any extended runway in the future. An extension of the RESAs would commence the process of infilling to level the contours of the land immediately to the east and west of the present runway, thus reducing the works required for any future runway extension.

12.8 The Board is satisfied that the RESAs currently provided for the existing runway are compliant with the CAP 168 requirements. Therefore, in accordance with the States' Resolution of 13 December 2001 (as detailed in Paragraph 2.1), the Board will continue to review the requirements in regard to the most appropriate length for the Runway End Safety Areas at Guernsey Airport, in consultation with the CAA, and will report back to the States of Deliberation as necessary.

13. Properties at either end of the existing runway

13.1 In its Report of 01 November 2001, the Board referred to advantages that could be gained from infill works beyond the ends of the runway. It was noted that suitable inert material could be diverted from other sites and used to establish a base for any future runway extension. There could be advantages in terms of reduced costs (compared to the importation of suitable material); enhanced safety aspects; and extended lifespan of the Island's landfill sites.

13.2 The Board commissioned BAE SYSTEMS Infrastructure Solutions to assess the future constructional implications for any new RESAs at Guernsey Airport (whether that be extended RESAs associated with the current runway, or extended RESAs associated with an extended runway). It was noted by BAE SYSTEMS

that, “*a consistent loadbearing capacity is essential*” for the RESAs (page 4, BAE SYSTEMS Infrastructure Solutions’ Guernsey Airport RESA Study Report 2 – RESA Formation, April 2003) and that this would be difficult to achieve through the use of inert landfill material as a base.

13.3 However, the BAE SYSTEMS report on RESA formation identifies that, due to the vast volumes involved in the construction of the RESAs, as much inert waste material should be utilised as possible. In order to ensure that the material could be used as a base for the RESAs, it would be necessary to test all available materials and then to use existing techniques (including mixing, re-grading and binding or using geotextile materials as stabilising layers) to create consistent acceptable materials. There are also considerations relating to drainage, the existing ground-levels, to the compaction of the material, safe gradients for the edge of the RESAs, and the impact on airport operations during the construction period.

13.4 The Board has already identified other issues that would require resolution before any earthworks could commence at either end of the runway. These include, but are not limited to: ownership of the land; planning considerations; archaeological value/research requirements of the area; protection against water contamination; airport licensing issues; impacts on the existing approach lighting system (access, cabling and frangibility requirements will all be affected); and impacts on the airport’s instrumentation (including relocation of equipment where necessary and the recalibration of certain equipment during and following such a construction project).

13.5 Mindful of the difficulties, but also aware of the possibility of a future strategic runway extension and/or lengthened RESAs, the Board has commenced negotiations with landowners at the eastern end of the runway in regard to future land acquisition adjacent to the Airport’s eastern boundary.

14. Instrument Landing System and Airfield Lighting

14.1 As stated in the Board’s Report of 01 November 2001, the, “*Instrument Landing System (ILS) installed at Guernsey Airport provides information and guidance to pilots of aircraft landing at the Airport and is particularly valuable during periods of poor visibility.*” (Paragraph 24.1, page 1693, Billet d’État XXIV, 2001).

14.1 At its Meeting of 13 December 2001, the States of Deliberation resolved, “*to direct the Board of Administration to investigate the options with regard to an enhanced instrument landing system at Guernsey Airport.*”

14.3 There are various levels of ILS, the highest of which is a Category III installation, “*but the Board is satisfied that this Category [III] would not be attainable at Guernsey Airport. This is principally due to the topography of the Airport and the surrounding area.*” (Paragraph 24.5, page 1693, Billet d’État XXIV, 2001).

14.4 The current ILS installed at the Guernsey Airport runway is Category I (for landing in either direction, please refer to Paragraph 14.5). Category I allows aircraft to attempt to land when the Runway Visual Range (RVR) is 550 metres or more and when the pilot is able to see the ground when the aircraft reaches a certain height above the level of the airfield, i.e. its Obstacle Clearance Height (OCH) which varies (according to the type of aircraft) from between 200 and 250 feet. The Instrument Landing System was first introduced to the Airport in the mid-1970s and the equipment was last replaced in 1999 and 2003 (Runway 09 in 1999, Runway 27 in 2003).

14.5 The Board commissioned the Civil Aviation Authority International Services to undertake a feasibility study concerning the possible upgrade of the existing ILS at Guernsey Airport from Category I to Category II. The advice was that for Runway 27 (when the runway is used by aircraft landing from east to west), *“although this is the predominant runway it would appear that Category II operations are not feasible due to the terrain profile on the approach vis à vis aircraft use of radio altimeters. In addition it would be likely that the electronic structure of the ILS glide path will not be acceptable even with new equipment”*, and for Runway 09 (used by aircraft landing from west to east), *“Category II operations appear feasible”* (taken from the Conclusions of the CAA International Services’ Report of Feasibility Study into Category II Operations at Guernsey Airport, November 2001).

14.6 Category II would allow aircraft to attempt to land when the Runway Visual Range is 350 metres or more and when the pilot is able to see the ground when the aircraft is between 100 and 200 feet above the airfield. Therefore, it would permit operations in worse visibility than that required for Category I operations.

14.7 If a Category II system were to be installed (for Runway 09, as in Paragraph 14.5 above), significant investment would be required to upgrade the airport lighting systems with particular reference to the approach lighting system.

14.8 The present approach lighting system, which extends approximately 1,000 metres to the east and west of the runway, was installed in 1975. It is scheduled for replacement within the next 2-3 years at an estimated cost of £700,000. The capital expenditure programme for the Airport also provides for the upgrade of the existing airfield ground lighting system in the sum of £200,000.

14.9 The installation of Category II ILS on Runway 09 would add an estimated £750,000 to the costs outlined in Paragraph 14.8 above (with a total cost, therefore, in the order of £1,650,000).

14.10 If the works could be coordinated there would be associated economies. However, significant additional costs would be incurred if the works to upgrade the ILS and/or lighting systems are undertaken on the existing runway and it is subsequently decided to extend the runway. It should be noted that some of the planned work cannot be delayed indefinitely, as the existing ground lighting and approach lighting systems are nearing the end of their operational life.

14.11 Although the technical feasibility of the installation of Category II ILS has been reviewed, the Board has yet to assess fully the cost benefits of such an installation. Air services to/from Guernsey are disrupted by poor visibility from time to time but the Board has yet to be satisfied that the installation of a Category II ILS on Runway 09 will produce a significant benefit to travellers in such instances.

14.12 The Board, therefore, will continue to assess the possible upgrade of Guernsey Airport's Instrument Landing System. It intends to consult with the airlines currently operating to Guernsey and then to report back to the States as necessary.

15. Consultation

15.1 Prior to its Report of 01 November 2001, the Board of Administration conducted a wide consultation exercise with airlines operating to Guernsey and with other interested parties. That consultation was based upon the three Halcrow Group Limited reports and concentrated on technical and financial aspects.

15.2 At its meeting of 13 December 2001, the States directed the Board of Administration to continue its consultations with regard to a possible future extension of the Guernsey Airport runway (as stated in Paragraph 2.1 above). Therefore, the Board contacted various organisations, companies and States' committees for their comments regarding the recommendations for the lengthening, strengthening and runway gradient rectification as contained within the BAE SYSTEMS' Report 1. A list of those parties consulted by the Board of Administration is included as Appendix III. (It was considered unnecessary to consult with aircraft manufacturers, as their strategies/views were taken into account by BAE SYSTEMS in the 'design aircraft' element of its report.)

15.3 The organisations consulted by the Board were asked to consider the following issues, but also to submit any additional comments that they wished to make:

- Do you think that an extension of the runway at Guernsey Airport is necessary now or in the future?
- If you do consider an extension to be necessary, how long should the runway be when works are completed?
- Do you think that the option recommended in the consultant's report [BAE SYSTEMS Report 1- 'Runway and Taxiways'] for runway extension (together with strengthening and gradient rectification) is appropriate?
- What are the benefits and drawbacks that might result from an extended runway?
- Are there any potential impacts of an extended runway that you would consider unacceptable?
- How could negative impacts best be reduced, controlled or mitigated?
- Would the recommended option for runway extension be cost effective for the Island as a whole?

- If the works recommended in the report were to be undertaken, what would the positive and negative impacts be on the Island, the people of Guernsey, the economic, social and physical environments?
- How do you think that the works recommended in the report could be funded, if the States of Guernsey were to decide that they should be undertaken?

15.4 Presentations of the BAE SYSTEMS' report were held on 27 February 2003. The first presentation was to the States Committees and Douzaines that were included within the consultation process (as detailed in Appendix III). The second presentation was to the other consulted interested parties (please refer to Appendix III for a full list of the consultees) and was also open to the general public.

15.5 The Board of Administration also contacted householders and landowners in the vicinity of the eastern and western ends of the Airport, in order to advise them of the receipt of the consultant's report and to inform them that the States of Deliberation would consider the associated issues in due course.

15.6 Of the ten airlines contacted by the Board of Administration in February 2003, not one submitted a response. Therefore, the Board can only refer back to the comments made by the airlines that operated to Guernsey whilst the Halcrow Group Limited was compiling its second report (aircraft types and airlines' views/strategies); which report was completed in April 2001, "*...the three airlines which carry more than 90% of air travellers to, and from, Guernsey have stated that a runway extension is unnecessary for the foreseeable future. Those airlines are Aurigny, British European and CityFlyer Express. A number of other airlines stated that they would prefer that Guernsey Airport runway be extended.*" (Paragraph 25.2, page 1693, Billet d'État XXIV, 2001). Additionally, it should be noted that flybe and British Airways did respond to BAE SYSTEMS Infrastructure Solutions during its study that led to the report on the runway and taxiways.

15.7 The Board was specifically directed to contact certain States Committees by the States' Resolutions of 13 December 2001. Of those five Committees, the Advisory and Finance Committee did not submit a response to the Board of Administration during the consultation period. The Island Development Committee (12 March 2003) did not have a stated preference as to whether or not the runway should be extended. However, it did, "*request that it be formally consulted on any eventual proposals involving the development of the airport and its runways.*" The Committee also asked that it, "*be formally consulted on any proposal to realign, redesign or reinstate airport perimeter roads.*"

15.8 The other Committees, with which the Board was directed to consult, were the States Board of Industry, the States Tourist Board and the States Transport Board. Two of those Committees were in favour of an extension to the runway and the other was against, at this time.

15.9 The Board of Industry (28 March 2003) stated that, "*... the Board is in favour of an early announcement that it is a firm intention to extend the runway in the not-too-distant future.*" The Board commented that, "*if...the Island's reputation*

as an easily accessible business centre of international standards is damaged, then... it will take many years to repair the damage to the Island's business reputation." Further, it noted that whilst it might not be necessary to carry out a runway extension immediately, *"it is uncertainty which is damaging, especially to the finance sector."* The Board of Industry stated that it was, *"firmly of the view that the extension should be regarded as a strategic investment and as such should be funded by general revenue."*

15.10 The States Tourist Board (25 March 2003) opined that, *"While an extension to the runway is not necessary now, it is likely to become necessary in the near future..."* It added that, *"The Board believes that it is essential for the Island to be able to provide facilities for viable jet services if it wishes to avoid becoming purely a regional airport and secondary destination to Jersey. This is important not just for tourism, but also for other Island industries."* The Tourist Board stated that, *"Given the potential strategic advantages of the works to the Island's overall economy, at least the major part of the works should be funded as a matter of priority by the States from the capital reserve."*

15.11 The Guernsey Transport Board (05 March 2003), *"considers that there is not sufficient evidence to advocate a runway extension at the present time. However, the Board is mindful that the demands and requirements of the aviation industry are continually changing and appreciates that, in the future, this might necessitate an extension to the runway to sustain the Island's air links."* In regard to the funding of any future runway extension, the Board suggested that, *"the States of Guernsey must carefully examine possible methods of revenue generation for this, and other capital projects. The Transport Board believes that it is inappropriate for the 'user pays' principle to apply in this case, as the Board is aware that airlines already face difficult financial challenges..."*

15.12 In addition to the Island Development Committee (as outlined in Paragraph 15.7), the Agriculture and Countryside Board, Public Thoroughfares Committee, States Traffic Committee and St Martin's Douzaine (as in Paragraph 15.13) had no stated preference as to whether or not the runway should be extended. The Agriculture and Countryside Board (17 March 2003) concentrated, *"...on the purely agricultural significance of the land that will be affected..."*. The Board stated that, *"It is fair to say that there is very definite agriculture and conservation value in the fields that would be affected by this development."* The Public Thoroughfares Committee (06 March 2003), *"had no comment to make on the Report but reserves the right to comment in respect of closures or alterations to the public highways."* The States Traffic Committee (13 March 2003) said that, if the matter were to be progressed, it trusted that, *"the Board will arrange for a full traffic impact assessment of [the possible closure of sections of La Villiaze Road and Rue de la Mare] to be undertaken in close consultation with the Committee."*

15.13 The States Resolution of 13 December 2001 also required the Board to consult the six Douzaines in the vicinity of the Airport. Two did not respond during the consultation process, being those of the Forest and St Andrew's. St Martin's Douzaine (26 March 2003) had, *"no strong opinion on any of the questions raised."* (as mentioned in Paragraph 15.12) The other three Douzaines were each against

any extension to the runway. Torteval Douzaine (28 February 2003) said that, *“The arguments put forward were numerous and the meeting did not see how the cost could be justified when so many other more pressing essential projects were in the pipeline.”* St Saviour’s Douzaine (25 March 2003) was of the view that, *“there is inadequate evidence of the need for such extension. It further considers that the anticipated costs are excessive.”* St Pierre du Bois Douzaine (26 March 2003) could, *“see little benefit from an unnecessary extension to the runway. The drawbacks are not only the huge cost of such a project, but also the environmental effect on the areas immediately surrounding the airport and runway and the island as a whole.”* It suggested that, *“the recommended strengthening and gradient rectification are necessary, but not the extension of the runway.”*

15.14 The Guernsey International Business Association (18 March 2003), the Guernsey Chamber of Commerce (20 March 2003), the Guernsey Hotel and Tourism Association (26 March 2003) and the Guernsey Transport Users Committee (27 March 2003) were all in favour of an extension to the runway. The Chamber of Commerce stated that, *“Extending Guernsey’s runway is strategically important now and for the future in order to sustain critically important air links to the Island, for the continuing wellbeing of the population, tourism and business links.”* It also opined that, *“The option recommended by [BAE SYSTEMS] in connection with the lengthening, strengthening and gradient rectification to the runway is appropriate, with the proposals being very similar to the Chamber’s technical study.”* The Guernsey Transport Users Committee stated that, *“it is essential that a runway extension be undertaken... in order to sustain the Island’s air links and to encourage future growth of services.”* It stated that an extension to the runway would be a, *“clear investment”* in the finance and tourism industries, *“[Guernsey’s] main sources of income.”*

15.15 The Institute of Directors (25 March 2003) suggested that, *“the logical approach to this matter would be to hold a detailed debate on capital expenditure first, since if there is no room for runway extension within that expenditure programme then it seems pointless to discuss the [BAE SYSTEMS’] Report in detail anyway.”* In addition to the parties consulted in regard to the BAE SYSTEMS’ report, the Board received a letter from Deputy J Gollop (28 March 2003) who stated that a runway extension would provide an, *“insurance policy against long-term aviation changes.”* The Board received correspondence from three residents in the vicinity of the airport all of whom were against an extension to the runway.

15.16 The Heritage Committee wrote to the Board on 26 June 2003 to ask that, *“archaeology (along with biodiversity) be an aspect that in future the Board’s consultants are asked to consider/report on.”* Having reviewed the BAE SYSTEMS’ Report 1 – ‘Runway and Taxiways’, it was noted by the Heritage Committee that, *“the proposed Airport Runway Extension will destroy some of this [archaeological potential] and ‘sanitize’ other areas so that the archaeology will not be available for research.”* The Committee stated that, *“Recording the archaeology at an early stage is therefore very important.”* The Board has noted the Heritage Committee’s view but is of the opinion that any archaeological investigations should be arranged and funded by that Committee as appropriate.

15.17 To date, the Board has not received any full commercial and financial justification from any organisation to demonstrate a business case for extending the runway.

15.18 The Board was pleased that a number of organisations, companies, States' committees and individuals submitted helpful and informative comments regarding the runway at Guernsey Airport. However, it noted that 56 % of those contacted did not respond to the Board during its consultation process earlier this year.

15.19 Copies of the consultation responses received have been deposited at the Greffe for the information of Members of the States.

16. Legislative implications

16.1 If the runway at Guernsey Airport were to be extended, the works would not require the introduction of new legislation or the amendment of any existing legislation. If the runway were to be extended, the Board of Administration would ensure that all aspects of construction, commissioning and operation would comply with all Guernsey legislation and with the conditions of the Guernsey Aerodrome Licence.

16.2 It has been noted that the Island Development Committee's recently published 'Draft written statement on the Rural Area Plan - review number one' (July 2003) designates land at either end of the runway (beyond the current Airport boundaries) as an 'Area of High Landscape Quality'. Therefore, if airport-related development were to occur in this area it would first need to satisfy the IDC's Rural Policy Statements.

17. Impact Assessments

Impact on staffing resources

17.1 A redevelopment of Guernsey Airport runway should have no significant impact on staffing levels.

Impact on strategic objectives of the States

17.2 In the 2002 Policy and Resource Planning Report, the States recognised that, "*Guernsey Airport is a major asset for the future of the Island's economy*" (p1242, No. 8.6.2, Billet d'État XV, 2002).

17.3 The Board of Administration is firmly of the view that the runway is sufficient for the Island's present and knowable future needs. The Board is satisfied that Guernsey Airport will provide the appropriate support and infrastructure for the Island's economy, in the foreseeable future; being consistent with the Island's strategic objectives.

Impact on the environment

17.4 The length of any future extension to Guernsey Airport would determine the impact that it would have on the environment of the Island. It may be that such an extension would primarily occur within existing Airport boundaries or it may be that it would impinge on, or extend into, other areas of land surrounding the existing Airport boundaries. Whilst some of the land that could be utilised already consists of artificial surfaces or has existing structures, other areas of land are currently agricultural, residential or road surfaces. The area surrounding the Airport would be affected to a varying extent, dependent on the length and direction of any future extension. The Board would closely monitor any substantial changes in aircraft type or frequency, as part of its usual procedures.

17.5 If the runway were to be extended, there would be an impact on the immediate area surrounding the Airport during the period of construction; consisting of noise, dust and other such standard impacts. It would be expected that such impacts would be reduced to a minimum level wherever feasible.

18. Conclusions

18.1 The Board recommends, as outlined in the preceding sections of this Report, that **the runway should not be extended at this time, as it continues to satisfy the Island's requirements for air links. The Board is of the view that the existing runway is able to facilitate those air links for the foreseeable future.**

18.2 The Board remains of the view that, whilst the global aviation industry continues to experience difficulties and in the light of the present global economic downturn, it would be inappropriate for Guernsey's runway to be extended. This is particularly important whilst the construction industry on the Island remains contrastingly 'overheated'.

18.3 It is suggested that the Board of Administration, or whichever committee/department is responsible for the operation of Guernsey Airport in the future, could report to the States in future as to whether or not further consideration is being given to the provision of an extension to the runway. This could be progressed through the annual Policy and Resource Planning Report submissions by the committee/department operating the airport.

18.4 The Board will continue to monitor the requirements at Guernsey Airport in regard to the Runway End Safety Areas. The Board has noted an opportunity to benefit from the utilisation of surplus inert landfill material for earthworks at the eastern and western ends of the runway (as detailed in Section 13) and, therefore, wishes to commence preparatory works for future Runway End Safety Area construction. The Board recognises that such works may be considered to be sensitive and would, therefore, undertake such consultation as may be necessary. Additionally, the Board understands that any preparatory works would probably need to be subject to engineering advice and intends to seek the approval of the Advisory and Finance Committee, in the first instance, in regard to any requisite fees and before any preparatory works are commenced.

18.5 It will also consider whether it would be appropriate to upgrade the Instrument Landing System for the existing Guernsey Airport runway, in order to reduce difficulties and delays caused by restricted visibility. It is likely that such an upgrade would only be appropriate as part of overall works that include an extension to the runway.

18.6 As stated earlier in this Report, Paragraphs 2.3 and 2.4, the Board intends to report separately to the States in due course regarding (a) the routine resurfacing/rehabilitation works for the existing runway and (b) a programme to replace the concrete aprons at the Airport, phased over a three- to five-year period.

18.7 If the States of Deliberation were to decide that it was strategically necessary to extend the Guernsey Airport runway, and thereby to incur related costs, the Board would expect to work with other pertinent States' committees in order to facilitate the required construction works.

19. Recommendations

The Board of Administration recommends the States:

- (a) To agree that a runway extension should not be constructed at Guernsey Airport at the present time;
- (a) To direct the States Board of Administration to report back to the States through the mechanism of the Policy and Resource Planning Report as to whether or not further consideration is being given to the provision of an extension to the Guernsey Airport runway;
- (a) To direct the States Board of Administration to continue to review the most appropriate provision in regard to the Instrument Landing System at Guernsey Airport;
- (a) (i) To direct the States Board of Administration to continue to assess the requirements in respect to Runway End Safety Areas at Guernsey Airport and to report back to the States in due course; and
 - (ii) To authorise the States Board of Administration to appoint consultants and undertake investigations and preparatory works as necessary adjacent to the eastern and western ends of the runway for potential future RESA construction, as set out in this Report, subject to the approval of the Advisory and Finance Committee in each case.

I should be grateful if you would lay this matter before the States with appropriate propositions.

Yours faithfully

R. C. BERRY

President,
Board of Administration

APPENDIX I - ABBREVIATIONS & GLOSSARY OF TERMS

Aircraft Stand A designated area on an aerodrome intended to be used for parking an aircraft.

Apron A defined area on a land aerodrome provided for the stationing of aircraft for the embarkation and disembarkation of passengers, the loading and unloading of cargo, and for parking.

CAA **Civil Aviation Authority (United Kingdom)**

EDA **Emergency Distance Available**

The distance from the point on the surface of the aerodrome at which the aeroplane can commence its take off run to the nearest point in the direction of take off at which the aeroplane cannot roll over the surface of the aerodrome and be brought to rest in an emergency without the risk of accident.

ICAO **International Civil Aviation Organization**

ILS **Instrument Landing System**

A radio navigation aid used to assist aircraft to land accurately and safely in marginal weather/ reduced visibility. It is divided into categories as follows:

Category I operation - A precision instrument approach and landing with a decision height not lower than 200 feet and a runway visual range not less than 550 metres.

Category II operation - A precision instrument approach and landing with a decision height lower than 200 feet but not lower than 100 feet, and a runway visual range not less than 350 metres.

Category IIIA operation - A precision instrument approach and landing with either, a decision height lower than 100 feet, or with no decision height and a runway visual range not less than 200 metres.

Category IIIB operation - A precision instrument approach and landing with either, a decision height lower than 50 feet, or with no decision height and a runway visual range less than 200 metres but not less than 50 metres.

LDA **Landing Distance Available**

The distance from the point on the surface of the aerodrome above which the aeroplane can commence its landing, having regard to the obstructions in its approach path, to the nearest point in the direction of landing at which the surface of the aerodrome is incapable of bearing the weight of the aeroplane under normal operating conditions or at which there is an obstacle capable of affecting the safety of the aeroplane.

MTOW **Maximum Take-off Weight**

PCN	Pavement Classification Number The pavement classification number indicates the strength of the runway, taxiway and the aprons. Correspondingly, each aircraft is assigned a number that expresses the structural loading effect of that aircraft on a pavement. A pavement is capable of accommodating unrestricted operations by any particular aircraft provided the load number for the aircraft is less than or equal to the pavement classification number.
RESA	Runway End Safety Areas An area symmetrical about the extended runway centreline and adjacent to the end of the strip primarily intended to reduce the risk of damage to an aeroplane undershooting or overrunning the runway.
Restricted Load Capacities	Aircraft of a certain size have to ensure that their MTOW (Maximum Take-Off Weight) is limited in order that they can stop the aircraft at the destination airport. Means of limiting the weight could be reducing fuel, reducing maximum passenger numbers and/or limiting baggage carried.
RJ	Regional Jet (aircraft type)
Runway	A defined rectangular area, on a land aerodrome prepared for the landing and take-off run of aircraft along its length.
Runway Strip	An area of specified dimensions enclosing a runway intended to reduce the risk of damage to an aircraft running off the runway and to protect aircraft flying over it when taking-off or landing.
Runway Threshold	The beginning of that portion of the runway usable for landing.
Taxiway	A defined path on a land aerodrome established for the taxiing of aircraft and intended to provide a link between one part of an aerodrome and another.
TODA	Take-off Distance Available Either the distance from the point on the surface of the aerodrome at which the aeroplane can commence its take off run to the nearest obstacle in the direction of take off projecting above the surface of the aerodrome and capable of affecting the safety of the aeroplane, or one and one half times the take off run available, whichever is the less.
TORA	Take-off Run Available The distance from the point on the surface of the aerodrome at which the aeroplane can commence its take off run to the nearest point in the direction of take off at which the surface of the aerodrome is incapable of bearing the weight of the aeroplane under normal operating conditions.
Transitional Surface	An imaginary inclined plane that extends upwards and outwards, with a slope of 1:7, from the outer edge of the runway strip (and the approach surfaces).

APPENDIX II - AIRCRAFT THAT CAN USE THE EXISTING GUERNSEY AIRPORT RUNWAY

A sample of aircraft that have operated from the existing runway

<i>Aircraft Type</i>	<i>Operator (where appropriate)</i>
ARJ-100	CityFlyer Express
ATR-42	CityFlyer Express
ATR-72	CityFlyer Express
BAe 146-100	British European
BAe 146-200	British European/British Regional/Titan
BAe 146-300	British European
BAe ATP	British Regional
BN Islander	
BN2A-III (Trislander)	Aurigny
Boeing 737-300	SATA Air Acores/British World/Titan
Boeing 737-400	LUFTHANSA
Boeing 737-500	LUFTHANSA
DHC Dash 8-200	British European
DHC Dash 8-300	British European / Brymon Airways
Fairchild-Dornier Do 328-Jet	
Fokker 50	VLM
Fokker 70	British Midland
Fokker 100	British Midland
Saab 2000	Crossair
Saab 340	Aurigny
Shorts 360	Aurigny

(taken from Section 14, Board of Administration's Report of 01 November 2001, Billet d'État XXIV, 2001)

**APPENDIX III – PARTIES CONSULTED (FEBRUARY 2003) IN RESPECT OF
THE GUERNSEY AIRPORT RUNWAY – BAE SYSTEMS INFRASTRUCTURE
SOLUTIONS REPORT 1 – ‘RUNWAY AND TAXIWAYS’**

States Committees

States Advisory and Finance Committee *	(no response received)
States Agriculture and Countryside Board	
States Board of Industry (Health and Safety Executive *)	
States Island Development Committee *	
States Public Thoroughfares Committee	
Guernsey Tourist Board *	
States Traffic Committee	
Guernsey Transport Board *	
States Water Board *	(no response received)

Douzaines

Forest Douzaine	(no response received)
St Andrew’s Douzaine	(no response received)
St Martin’s Douzaine *	
St Pierre du Bois Douzaine *	
St Saviour’s Douzaine	
Torteval Douzaine	

Airlines

Aurigny Air Services Limited *	(no response received)
bmi British Midland *	(no response received)
British Airways *	(no response received)
Channel Express (Air Services) Limited *	(no response received)
Eurowings *	(no response received)
flybe *	(no response received)
Isles of Scilly Skybus Ltd	(no response received)
Air X Limited (t/a LeCocqs AirLink)	(no response received)
Swiss International Airlines Ltd * (as Crossair)	(no response received)
VLM Airlines NV *	(no response received)

Other organisations

Cable & Wireless Guernsey Limited	(no response received)
Guernsey Chamber of Commerce *	
Confederation of Guernsey Industry	(no response received)
Fuel Supplies (CI) Limited *	(no response received)
The Guernsey Consumer Group	(no response received)
Guernsey Electricity Limited	(no response received)
Guernsey Hotel and Tourism Association *	
Guernsey International Business Association *	
Guernsey Post Limited	(no response received)
Guernsey Transport Users Committee *	
Institute of Directors	

Emboldened text indicates those parties that responded to the consultation process in February/March 2003.

* Indicates parties that (also) submitted consultation responses prior to the Board’s Report of 01 November 2001 (in the case of airlines this was during the compilation of the Halcrow Group Report of April 2001 entitled, “Guernsey Airport Runway Extension Study, Aviation Industry Consultation”).

(NB The States Advisory and Finance Committee supports the proposals)

The States are asked to decide:-

VIII.- Whether, after consideration of the Report dated the 23rd October, 2003, of the States Board of Administration, they are of opinion:-

1. That a runway extension shall not be constructed at Guernsey Airport at the present time.
2. To direct the States Board of Administration to report back to the States through the mechanism of the Policy and Resource Planning Report as to whether or not further consideration is being given to the provision of an extension to the Guernsey Airport runway.
3. To direct the States Board of Administration to continue to review the most appropriate provision in regard to the Instrument Landing System at Guernsey Airport.
4. (1) To direct the States Board of Administration to continue to assess the requirements in respect to Runway End Safety Areas at Guernsey Airport and to report back to the States in due course; and

(2) to authorise the States Board of Administration to appoint consultants and undertake investigations and preparatory works as necessary adjacent to the eastern and western ends of the runway for potential future RESA construction, as set out in that Report, subject to the approval of the States Advisory and Finance Committee in each case.

STATES BOARD OF ADMINISTRATION**ST. PETER PORT HARBOUR – REPAIRS TO NEW JETTY**

The President
States of Guernsey
Royal Court House
St Peter Port
Guernsey

22 October 2003

Dear Sir

ST PETER PORT HARBOUR – REPAIRS TO NEW JETTY**1. Introduction and Background**

The 'New' Jetty in St Peter Port Harbour was completed in 1929 and forms the safe point of entry for sea traffic of both passengers and 'Roll-on Roll-off' freight and is, as such, vital to the Island's economy. Originally built for traditional lift on and lift off cargo and the berthing of packet steamers, the structure now provides the terminal area for two 'Roll-on Roll-off' berths and a pontoon berth.

The structure comprises a reinforced concrete deck supported on reinforced concrete piles restrained by walings and diagonal bracing of similar construction. There is an underdeck walkway which provides access at low water.

The Board of Administration commissioned a structural report on the strength of the jetty in 1968. The report produced by Consulting Engineers Rendel, Palmer and Tritton commented upon the deterioration of the structure and identified that the worst area was the section above the underdeck walkway.

The report on the jetty was part of a larger commission investigating the whole *modus operandi* of the port traffic. The outcome of the study was the need to strengthen the crane beams on both sides of the jetty thereby enabling restrictions on crane operations to be lifted in 1972.

Loadings on the jetty have been reduced to a minimum. Berthing forces have been removed with the installation of independent fendering systems. Although buildings have been added to the jetty throughout its life, the loadings from the buildings have generally been taken directly into the piles supporting the jetty.

With the removal of unnecessary loading the Board decided in 1997 that the main jetty structure needed attention.

The (then) Department of Engineering advised the Board that the preferred form of repair for the jetty would be a combination of cathodic protection (the electro-chemical protection of structures from corrosion) and traditional concrete repairs. Accordingly the Board commissioned Corrosion Control Services Limited of Wolverhampton to undertake investigations into the structural deterioration and trials to determine suitable means of protecting and extending the life of the jetty by means of a cathodic protection system. Trials were carried out between 1997 and 1999 and data collected indicated that cathodic protection was a suitable technique that could be adopted to prevent further corrosion damage to the jetty.

The above repair methodology comprises a process whereby, in respect of structurally weakened members, the concrete is broken away to expose the reinforcing bar to check its condition, a seriously corroded steel bar is renewed and a new concrete casing applied. The cathodic protection protects against further corrosion of the steel reinforcing bar.

In the spring of 2000, Corrosion Control Services Ltd in conjunction with Balvac Whitley Moran were commissioned, at a cost in the region of £48,000, to assess the defective areas with a view to quantifying these (as a result of which a total of 2,475m² were estimated by Corrosion Control Services and Balvac Whitley Moran) and to confirm that no factors were in place to preclude possible future concrete repair and cathodic protection remedial works.

In September 2000, the Board appointed civil engineering consultants Scott Wilson Kirkpatrick to consider the aforementioned reports, undertake a structural analysis of the jetty and to prepare tender documents for the repair of the structure to extend its life for a further 25 years.

Tender documents were issued to specialist contractors and details of these were presented to the States of Deliberation by the Board in October 2001 (Billet D'Etat XXI of 2001).

After consideration of the Board's report in October 2001, the States of Deliberation:

- Approved repairs to the "New Jetty" in St Peter Port Harbour as outlined in a report by the Board of Administration dated 9 August 2001 at a cost not exceeding £3,282,473;
- Authorised the Board of Administration to accept the tender from Balvac Whitley Moran in the sum of £2,554,972, to which sum a contingency item of £200,000 was added;
- Authorised the Board of Administration to appoint Scott Wilson Kirkpatrick & Co Ltd, Consulting Engineers, to provide Engineering Supervision and Consulting Services for the project for a sum not exceeding £527,500; and

- Voted the Board of Administration a credit of £3,282,473 to cover the cost of the above project, the sum to be charged as capital expenditure in the accounts of the Harbour of St Peter Port.

2. Progress since States Resolution

Following the decision of the States, the contract was duly awarded to Balvac Whitley Moran in November 2001.

Work commenced on site in April 2002, and was focussed on the west side of the jetty. Once the cover concrete had been removed it became clear that the level of corrosion was more severe and more extensive than reported in the Defects Survey report of spring 2000 by Corrosion Control Services and Balvac Whitley Moran.

It was initially assumed that this excessive corrosion would be confined to just the outer sides of the jetty, which had been subject historically to the stresses of ships' berthing loads. However, as work progressed to other areas and as more and more concrete was removed, it gradually became apparent that the high levels of corrosion were not confined merely to those areas. In particular, a significant number of the shear links had completely corroded and the ability of the beam to carry its design load was in question. It also became evident that the occurrence of fully corroded links was extensive in the bays close to the perimeter of the jetty.

There had been no external evidence of this high level of corrosion either during the pre-tender trials or during the visual inspections conducted prior to commencement of work. The spend on site investigations had been in the region of £48,000 which was itself a significant figure. Any further expenditure on site investigations would have become a substantial proportion of the overall expenditure for this project.

As work continued, further information became known. The loss of main steel in beams was found to be significantly greater than the 20% figure estimated in the Defect Survey report, with actual losses of 40% and 50% in the section area of the main bars. Again, the extent and degree of the corrosion and the need for additional support during repair had not been anticipated.

In addition, the following discoveries were made:

- The severe localised corrosion associated with the construction joints in the beams was also found in the piles.
- On removing the cover concrete, the fabrication and configuration of the original reinforcement was found to be at variance with, and significantly poorer than, as shown in the construction drawings.
- A number of areas of very high loading – not evidenced by the original drawings available - were discovered in the detailed structural analysis subsequently undertaken.

In short, the Board is of the view that the present causes of the need for additional work were never identified in Scott Wilson Kirkpatrick's 2001 Report. In addition, the Board is of the view that these unidentified causes are not in any way connected or referable to the contingency figure originally proposed. The Board has been led to believe that volumes which Scott Wilson Kirkpatrick finally recommended for the items, that were subject to the contingency, turned out to be fairly accurate.

Scott Wilson Kirkpatrick has reported to the Board in the following terms on why the project is now so much more complicated than originally envisaged.

"The remedial works consist of concrete repairs and the installation of a Cathodic Protection (CP) system. The purpose of the CP system is to arrest further corrosion for a design life of 25 years and the repairs are limited to reinstating the structural integrity of the jetty.

Both these elements of the work have proved more difficult than could have been inferred from the trials and surveys undertaken before the contract was let. As a result, the time required to complete the works will extend by at least one year and the cost will substantially increase over the tendered sum.

Concrete Repairs

The contract includes for the removal of defective concrete by hydro-demolition and the replacement of heavily corroded reinforcement with new steel before spraying back a concrete cover to the exposed area. The precontract trial suggested that the amount of steel remaining in members after the removal of corrosive products was generally sufficient for structural purposes and only in exceptional cases would steel have to be replaced. Visual inspections suggested that the corrosion was worst near the top of the piles and on the underside of the beams.

The contractor mobilised in March 2002 and spent most of the first three months erecting an underdeck access platform and testing the hydro-demolition and guniting equipment. In July 2002, breakout revealed that the corrosion was far more extensive than could have been expected from the trials and earlier surveys. In particular, some bars at the top of the beams were found to be totally corroded, although there was no external indication of cracking or little rust staining. Similarly, in some of the columns, the main reinforcement has been found to be totally corroded at very localised positions with little evidence at the surface. Elsewhere there was only a small percentage loss of steel due to corrosion. This local phenomenon appears to occur at the joint between the precast and in situ concrete sections where there was a plane of weakness for saltwater penetration. This loss of steel in structural members was further compounded by the discovery that the buildings on the jetty were substantially heavier than inferred from the reference drawings.

As a result, additional detailed analysis of the structure was necessary and the contractor has been instructed to undertake the works in a particular sequence and to repair critically loaded members in a phased manner so that the stability of the

structure was not endangered. As a further precaution, the contractor was only allowed to work under the deck in areas which were fenced off to limit the loading. Only limited areas can be made available at any one time as the jetty has to remain operational.

Under the buildings, it is not possible to reduce the loading and a new repair method has been developed which minimises the amount of demolition and the need for any concrete removal on the supporting columns. Despite this, additional temporary supports will be required during the remedial works to the deck under the buildings.

Under the contract, the contractor will be granted additional time to complete the works and he will be entitled to additional monies to reflect the changed circumstances.

CP Installation

The CP installation consists of discrete anodes placed within the vertical and raking members below the deck and a conductive mortar sprayed on the beams and underside of the deck. It is not anticipated that this work will be on the critical path, nor are the installation costs likely to increase significantly. However, to be effective, there must be electrical continuity between the steel reinforcement within the structure. This is normally good within a structure as reinforcement consists of touching bars within a tied cage. The earlier trials suggested that there may be a break in continuity at some of the node points where members join and the contract allowed for reinstating this continuity. Tests have shown that the level of continuity within some members is very low and additional chases will have to be cut so that the bars are exposed and spot-welded at their intersections. The contractor will be entitled to additional payment for this unforeseen additional work. To limit the escalation in cost, it will be necessary for the Employer to accept some of the risk associated with discontinuous steel. As a result, there may be some future isolated corrosion of steel in non-critical areas."

3. The way forward

By the start of 2003, the Board was concerned that the project was reported by Scott Wilson Kirkpatrick to be larger than that originally envisaged. The amount of work and services to be provided had increased significantly.

The Board wrote to the Advisory and Finance Committee on 8 January 2003 informing the Committee that it had become apparent that the condition of the jetty was far worse than suggested by the initial engineering inspections, and that extra expenditure was likely, and that the Board had asked Scott Wilson Kirkpatrick to provide it with a more detailed survey of the work still to be done and to advise it on the options available to it.

Scott Wilson Kirkpatrick reported to the Board in May 2003 and its advice was as follows.

Firstly, Scott Wilson Kirkpatrick has advised the Board that, clearly, additional works beyond those detailed in the tender documentation are required and that the project is likely to be extended until December 2004.

Scott Wilson Kirkpatrick advised the Board that the revised extent of the repairs, the additional works, the sequencing of the works and the problems under the building would have a serious cost implication and the contractor will be due additional monies. Scott Wilson Kirkpatrick has recommended continuing with the repair contract as this remains the most cost-effective solution and the only way to maintain the integrity of the jetty to continue to support port operations safely.

Whilst the nature of work is essentially unchanged in light of the new information as to the condition of the jetty, there will be an increase not only in the measurement of works but also significantly increased additional costs required as a result of the sequencing of the works and the problems entailed in working underneath the buildings.

At this stage of the contract it is impossible to determine with any degree of accuracy what the final cost of the works will be. However, it can be stated with certainty that the costs will be substantial. In any event the figure will be dependent upon highly complex and detailed negotiations with Balvac Whitley Moran and are therefore commercially sensitive. To date expenditure is within the original tender but clearly additional capital will be required to cover the extra works.

The Board also intends that, when the Machinery of Government reform proposals are implemented and a Scrutiny Committee and a Public Accounts Committee are established, that the appropriate Committee be invited to consider this matter.

The Board has considered the option of issuing an instruction that progress should be halted while the project is still at a stage where expenditure does not exceed budgetary provision. (It should be stressed at this point that the expenditure at the time of the States meeting is likely to be less than the States voted in October 2001, but that commitments on that date could take expenditure beyond that sum). However, given that the jetty is strategically important to the Island for the loading and offloading of cargo and passengers, it must remain operational and must continue to support the current facilities for the public and port users safely. Accordingly, the only strategy which is viable at this stage is to continue with the present repair contract. The Board has received engineering advice that continuing with the existing contract is the best way forward.

On this point, Scott Wilson Kirkpatrick has advised the Board that;

“With the current knowledge on the condition of the jetty, it is no longer an option to do nothing. Either the jetty must be repaired or the future operations on the jetty must be severely restricted.”

Leaving aside legal/contractual issues – about which the Board for obvious reasons cannot make public comment – it must be stressed that **aborting the contract is not a realistic option**. While detailed structural analysis confirms that the jetty is safe for use – load restrictions having been applied, there is a real and pressing need to undertake repairs to reinstate the full structural strength of the jetty as soon as possible. The States, the Board and the Harbour Authority have a duty to ensure the safety of those employed in or occupying the buildings as well as members of the public and passengers using the jetty and the facilities on it.

The Board also considers it appropriate to stress that the repairs and cathodic protection process will ensure that the jetty remains in place for at least twenty-five years but, in all probability, for a considerably longer period than that.

4. Conclusion

In summary, having taken extensive professional advice in this matter, the Board believes that, with the current knowledge as to the condition of the jetty, there is no practical option but to continue with the contract.

RECOMMENDATIONS

The Board of Administration recommends the States:

- (1) To delegate to the Advisory and Finance Committee the authority to vote credits of such further funding, in addition to the above sum of £3,282,473, to cover the increased costs of the above project, such sums to be charged as capital expenditure in the accounts of the Harbour of St Peter Port; and
- (2) To instruct the Board of Administration to report back to the States of Deliberation on expenditure on the above project as soon as practicable after completion of the contract.

I should be grateful if you would lay this matter before the States with appropriate propositions.

Yours faithfully

R. C. BERRY

President
Board of Administration

(NB The States Advisory and Finance Committee supports the proposals)

The States are asked to decide:-

IX.- Whether, after consideration of the Report dated the 22nd October, 2003, of the States Board of Administration, they are of opinion:-

1. To delegate to the States Advisory and Finance Committee the authority to vote credits of such further funding, in addition to the above sum of £3,282,473, to cover the increased costs of the above project, such sums to be charged as capital expenditure in the accounts of the Harbour of St Peter Port.
2. To instruct the States Board of Administration to report back to the States of Deliberation on expenditure on the above project as soon as practicable after completion of the contract.

STATES BOARD OF ADMINISTRATION

AND

STATES COMMITTEE FOR HOME AFFAIRS

DETENTION OF SUSPECTS WITHOUT CHARGE

PROVISION OF ANNUAL STATISTICS

The President
States of Guernsey
Royal Court House
St Peter Port
Guernsey
GY1 2PB

8th October, 2003

Dear Sir

Numbers of Searches of Person by Police and Customs – Provision of Annual Statistics – Year 2002

A. Introduction

The policy letter in relation to the Detention of Suspects Without Charge appeared in Billet d'Etat XVI 1997 (July 1997).

In respect of providing annual statistics the States resolved: -

'to direct the States Committee for Home Affairs and Board of Administration, to lay annually before the States, a report detailing the number of strip and intimate body searches carried out at the insistence of Police and Customs Officers, and the number of successful prosecutions flowing from such procedures, such report to include separate sections showing the statistics for each type of search.'

B. Provision of Police Statistics – January to December 2002

Relevant statistics in relation to searches carried out at the insistence of Police Officers are as follows (2001 statistics in brackets) : -

Total number of strip searches	=	17	(15)
Number of successful prosecutions of cases in which strip searches were involved	=	11	(7)
Total number of intimate searches	=	0	(0)

FURTHER INFORMATION

- i) All persons searched had been arrested on suspicion of committing an offence.
- ii) The 11 (7) persons subsequently prosecuted were so prosecuted for at least one offence as a result of the incident that prompted the search.
- iii) All searches were undertaken in the Custody area of the Police Station.
- iv) All searches were carried out within the guidelines laid down by the Guernsey Police Standing Order 1/91 entitled 'Detention, Questioning and Treatment of Persons by the Police'.
- v) The reasons for the searches were in relation to alleged drug offences (searching for further concealed drugs); safety of prisoner (items for causing self-harm); Officer safety (concealed items that could be used as weapons); stolen property (concealed items of stolen jewellery etc).
- vi) No complaints were received from any persons subject to such searches.

C. Provision of Customs Statistics – January to December 2002

Relevant statistics in relation to searches carried out at the insistence of Customs Officers are as follows (2001 statistics in brackets) : -

Total number of strip searches	=	115	(58)
Number of successful prosecutions of cases in which strip searches were involved	=	45	(25) (2 pending)
Number of strip searches where drug seizure made but no prosecution	=	4	(7)
Total number of intimate searches	=	8	(5)
Number of successful prosecutions of cases in which intimate searches were involved	=	2	(0)

FURTHER INFORMATION

- i) Of the number of strip searches carried out 64 (29) were on persons who had been arrested on suspicion of having committed a serious Customs offence (i.e. found to be carrying drugs or suspected of having drugs concealed internally).

Of these 64 (29) arrested persons 38 (20) were subsequently successfully prosecuted (one case remains pending).

- ii) All 64 (29) strip searches were carried out in accordance with Staff Instructions and Codes of Practice issued relative to the Detention, Treatment and Questioning of Persons by Customs Officers.
- iii) The other 51 (29) strip searches were carried out in approved Customs facilities on persons, not under arrest, arriving into or departing from the Island, in accordance with Section 72 of the Customs and Excise (General Provisions) (Bailiwick of Guernsey) Law, 1971, as amended (Customs Law).

7 (5) successful prosecutions flowed from these 51 (29) strip searches (one case remains pending).

- iv) Of the 51 (29) searches carried out on persons not under arrest no one requested referral to a superior of the officer concerned or to a Jurat.
- v) The 51 (29) strip searches were carried out in accordance with Staff Instructions and Codes of Practice imposed under Section 72 of the Customs Law, which states that there must be reasonable grounds before the search can proceed.
- vi) The reasonable grounds for the 51 (29) strip searches were:

5 (2) persons proved positive to drug tests (of which 1 (0) was subsequently successfully prosecuted).

16 (7) persons met a Customs smuggling profile (of which 4 (1) were subsequently successfully prosecuted).

30 (20) persons had positive and evaluated intelligence held on them (of which 2 (4) were subsequently successfully prosecuted). 1 case remains pending.

- vii) Female officers undertook all strip searches carried out on female persons.

Male officers undertook all strip searches carried out on male persons.

- viii) Of the total of 115 (58) persons strip searched 8 (5) were referred to a Medical practitioner for the purpose of an intimate body search of which 2 (0) were subsequently prosecuted.
- ix) No complaints were received from any persons on whom strip or intimate searches were carried out.

In 1999 a total of 106 searches of person took place of which 48 were subsequently successfully prosecuted.

In 2000 a total of 80 searches of person took place of which 37 were subsequently successfully prosecuted.

In 2001 a total of 58 searches of person took place of which 26 were subsequently successfully prosecuted.

The attached schedule provides information on the number of strip and intimate searches carried out at the insistence of Police and Customs Officers by sex and by age group.

D. Recommendations

The Board and the Committee recommend the States note the contents of this report.

I should be grateful if you would lay this matter before the States with appropriate recommendations.

Yours faithfully

M E BEST

Vice-President
Board of Administration

Yours faithfully

M W TORODE

President
Committee for Home Affairs

CUSTOMS AND EXCISE

SEARCH OF PERSON STATISTICS

JANUARY – DECEMBER 2002

	NUMBER STRIP SEARCHES	SUCCESSFUL PROSECUTIONS	AGE 17-24	AGE 25-34	AGE 35-44	AGE 45 +
MALE	97	40 1 Pending	26 (10)	47 (22) 1 Pending	19 (6)	5 (2)
FEMALE	18	5 1 Pending	11 (3) 1 Pending	3 (1)	3	1 (1)
TOTAL	115	45 2 Pending	37 (13) 1 Pending	50 (23) 1 Pending	22 (6)	6 (3)

(FIGURES IN BRACKETS DENOTE NUMBER OF SUCCESSFUL PROSECUTIONS PER AGE GROUP)

	NUMBER INTIMATE SEARCHES	SUCCESSFUL PROSECUTIONS	AGE 17-24	AGE 25-34	AGE 35-44	AGE 45 +
MALE	2	1	1 (1)	0	1	0
FEMALE	6	1	2	1	2	1 (1)
TOTAL	8	2	3 (1)	1	3	1 (1)

(FIGURES IN BRACKETS DENOTE NUMBER OF SUCCESSFUL PROSECUTIONS PER AGE GROUP)

ISLAND POLICE
SEARCH OF PERSON STATISTICS
JANUARY – DECEMBER 2002

	NUMBER STRIP SEARCHES	SUCCESSFUL PROSECUTIONS	AGE 17-24	AGE 25-34	AGE 35-44	AGE 45 +
MALE	17	11	15 (10)	2 (1)	0	0
FEMALE	0	0	0	0	0	0
TOTAL	17	11	15 (10)	2 (1)	0	0

(FIGURES IN BRACKETS DENOTE NUMBER OF SUCCESSFUL PROSECUTIONS PER AGE GROUP)

The States are asked to decide:-

X.- Whether, after consideration of the Joint Report dated the 8th October, 2003, of the States Board of Administration and the States Committee for Home Affairs, they are of opinion:-

To note the contents of that Report.

STATES AGRICULTURE AND COUNTRYSIDE BOARD

BIOTECHNOLOGY AND GENETICALLY MODIFIED ORGANISMS

The President
States of Guernsey
Royal Court House
St.Peter Port
Guernsey

23 October 2003

Dear Sir,

BIOTECHNOLOGY AND GENETICALLY MODIFIED ORGANISMS.

Introduction

Biotechnology is a new science that involves the manipulation of genes using methods and in combinations that may not occur naturally. It has potential and actual applications in health care, agriculture and industry.

The emergence of this technology has been accompanied by a considerable amount of controversy about its merits and there are ongoing debates in a whole range of fora on the social, economic and ethical issues arising from its development and application.

Opinions on biotechnology are often polarised with supporters claiming that it will lead to enormous benefits for mankind, whilst the detractors believe that as all of the effects of genetic modification and the transfer of genes between species cannot be foreseen, the application of this technology involves risks that are too great to take.

It is a characteristic of the GM debate that it is possible to obtain both scientific and anecdotal evidence in support of the arguments put forward by both the pro and anti GM groups, but the fact remains that none of this evidence can be seen as conclusive proof that one or other side of the debate is "correct".

Scientific evaluation of the risks of the application of GM technology can answer a number of popular concerns about possible impacts on the environment. However not all of these concerns can be addressed as this technology inherently creates possibilities that there will be new consequences arising from its application that will be unexpected.

The fact remains that a cloud of doubt continues to hang over the GM debate.

Regardless of this ongoing debate, biotechnological applications have been produced and marketed and in the case of genetically modified crops, have been in widespread commercial use for a number of years in certain countries.

Since 1998 there has been a de facto moratorium on the approval of new genetically modified organisms in the European Community pending the introduction of additional legislation that is intended to complete a regulatory framework on biotechnological matters. This additional legislation is in the final stages of approval and once it is in place the moratorium is expected to end.

The fact that genetically modified organisms may soon become generally available on the European market has led the Board to conclude that it is necessary to enact insular legislation to regulate the development, importation and use of such organisms in the Island. It believes that the absence of such regulation and the uncontrolled use of biotechnological products could lead to risks to the environment and have an economic impact on the agricultural industry and in particular, on organic growing and farming.

Some general information on biotechnology and genetic modification is set out in Appendix 1.

Biotechnology in the European Community

The European Community introduced legislation to regulate genetically modified organisms in 1990 and a considerable part of that legislation was updated and made more comprehensive in 2001.

The Community has maintained a precautionary approach to the authorisation of genetically modified products for release onto the European market. It has adopted an approach that has, and continues to be, based on the consideration of applications for individual products with applications supported by a dossier of technical information. It has resisted the option of granting blanket approvals for particular groups or types of genetically modified products.

Since 1998 there has been an effective ban on new marketing authorisations as six Member States have indicated that they would block any such authorisations until Community legislation dealing with labelling and traceability was enacted. This legislation is now in the final stages of approval and is likely to come into effect in 2004.

The objective of European Community legislation on biotechnology is to ensure that any genetically modified products that are granted a marketing authorisation are “safe” and this is “guaranteed” by a rigorous approvals process. Such products must also be clearly labelled as consisting of, containing or originating from genetically modified material, the intention being that the consumer is thus able to make an informed decision on whether or not to buy the products.

The USA and Canada have instigated dispute proceedings with the World Trade Organisation against the EC on the basis that it has failed to apply its own rules (by not granting marketing authorisations). The EC regards this action as unnecessary in view of the fact that the introduction of its new legislation on labelling will effectively unlock the authorisation process.

A further factor that affects the European Community position on biotechnology is that if it appears hostile to this technology, science-based companies (and investment) will move outside of the Community and European businesses will cease to be at the technological cutting edge of this new branch of science.

Biotechnology in the United Kingdom

The position of H.M. Government is that it is “open minded” about genetically modified organisms and biotechnology and it is neither prepared to “approve” or “ban” the technology until it has made policy decisions on the subject.

It has instigated a number of events and studies that are intended to provide information to assist the policy making process and these include:

Crop trials	these are intended to assess the impact of herbicide use in relation to herbicide resistant crops compared to non-resistant crops and also possible impacts on farmland wildlife. There has been a voluntary postponement of the commercial cultivation of GM crops in the UK pending the outcome of the trials.
Public debate	this was launched in June 2003 and was an opportunity for the public to make any views on GM issues known to the government. To a large extent this debate reiterated the existing positions of pro and anti GM campaigners, but it also demonstrated that there is strong suspicion about GM products amongst the general public in the UK.
Scientific review	the review is intended to identify where there is consensus on GM issues, where there are gaps in knowledge and where uncertainties lie. It will also look at food and feed safety, gene flow and potential environmental impacts.
Costs and benefits	a recently published analysis of the costs and benefits of GM crops has concluded that existing GM crops could offer some cost and convenience advantages to UK farmers. However it was anticipated that any benefits would be limited in the short-term as there are only a few GM crops currently suited for cultivation in the UK and there is only weak consumer demand for such crops.

The analysis concluded that the overall balance of future costs and benefits will depend on public attitudes and the ability of regulatory systems to manage public uncertainty.

Regardless of the outcome of the public debate and various studies, the policy options available to H.M. Government are likely to be restricted by the legal framework of European Community regulations on biotechnology.

Co-existence

Co-existence is the management of commercially grown genetically modified crops and conventional and organic crops. It raises issues about the unintentional or adventitious mixing of GM material arising from cross pollination and other forms of gene transfer.

Such mixing could have a significant economic impact on farms, particularly those that have converted to organic production standards (which categorically exclude GM products). Organic producers would have to sell their products at the lower prices of conventionally produced agricultural goods if they were contaminated with GM material.

Unfortunately the regulation of co-existence is one area in which the European Community legislation is weak. The legislation only allows restrictions to be introduced where there are risks to the environment or to human health and the European Commission's view is that it is largely a matter for Member States to develop their own policy frameworks on co-existence.

Despite calls for much clearer rules on co-existence, the European Commission is unlikely to promote additional legislation on this matter and has left it for Member States to develop their own policies, tailored to the particular circumstances in each State and based on guidelines which it has issued.

In common with the general debate on biotechnology, scientific opinions on the risks associated with co-existence are polarised. For example, recommendations on the planting distances between certain GM and non-GM crops vary between a few metres and several kilometres depending on which opinion is sought.

In the absence of clear scientific advice and notwithstanding the constraints of the European Community regulatory framework, there have been a number of initiatives across Europe to declare communities, districts, regions and even countries GM free. The Commission has indicated, however, that such GM-free zones would only be acceptable if they were created on a voluntary basis and it has recently taken legal action against Austria for declaring part of that country a GM-free area.

Public Opinion

The ongoing debate on biotechnology is characterised by claims that this technology either promises great opportunities or considerable (and to some extent unknown) risks. Arguments and scientific views in support of either case have been advanced over a number of years without any clear or conclusive outcome.

It is possible that this climate of uncertainty has led to a general level of public suspicion of biotechnology (particularly in relation to GM foods). This position has been confirmed by various surveys of public opinion carried out in a number of European countries over a number of years.

In the UK the major supermarket chains have indicated that they do not intend to stock GM foods (regardless of the impending legislation on labelling) as there is no public demand for these products.

The Board's Position

The Board's initial position on GM products was to ban the importation and use of such products, however, the Law Officers have advised that given the relationship between the Islands and the European Community (as set out in Protocol 3 of the Treaty of Accession of the UK to the Community), a legislative ban cannot be introduced.

Under the provisions of the arrangements set out in Protocol 3, the Island cannot prohibit the importation of agricultural products that are in free circulation in the Community. This means that it is not possible to ban the importation of any GM products that have a European Community marketing consent.

The Board has therefore taken the view that insular legislation should:

- prohibit the importation of all GM products, other than those which have a marketing consent; and
- regulate the use of such products for scientific or general purposes,

in accordance with relevant Community legislation and subject to any conditions attached to any marketing consents. The proposals for legislation set out in this policy letter have been formulated on this basis.

With the end of the Community moratorium on the marketing of GM products likely to occur in the near future, there have been a number of initiatives in various Member States to create "GM free" areas or regions within the context of the framework of Community legislation, on the basis of voluntary agreements.

The Board intends to monitor these developments and to exploit any possibility (within the context of Protocol 3) to make the Islands a GM-free area. If this requires any

amendment of the legislation proposed in this policy letter, it will bring appropriate recommendations to the States of Deliberation.

Proposals for Insular Legislation

Scope

The proposals for legislation do not extend to GM food that is intended for immediate human consumption (i.e. food on sale in shops and supermarkets), to GM pharmaceutical products or to experiments and trials involving GM pharmaceutical products.

The Board believes that it would not be appropriate for it to regulate GM food and medicines (as described above) as responsibility for these matters does not fall within its Mandate.

Scientific use of GMOs

The Board intends that the proposed legislation should regulate the use of GMOs for scientific or experimental work or in trials, whether or not such work or trials take place in a contained environment or on open land.

In the case of the use of GMOs in a contained environment (such as a laboratory or a greenhouse), a risk assessment would have to be submitted to the Board along with a proposed classification of the intended scientific use based on that risk assessment. The classification system (as set out in EC legislation) establishes standards of containment that must be implemented for different types of contained use.

The Board expects that given the technical nature of the information that has to be included in a risk assessment, it will be necessary to seek specialist advice on the assessment and proposed classification from sources in the UK.

The contained use of a GMO could proceed after a period of notification unless the Board indicated otherwise and it could refuse to allow such use based on the scientific evaluation of a risk assessment.

Where it is proposed to carry out scientific or experimental work or trials where there are no specific containment measures, such work or trials could not take place without the consent of the Board. The Board would be able to attach conditions to such a consent.

Applications to carry out such scientific or experimental work or trials would have to be made to the Board and would have to be accompanied by a technical dossier and a risk assessment.

As with the contained use of GMOs, the Board expects that the technical information and risk assessment will have to be evaluated in the UK and it could refuse to give a consent based on that evaluation.

Where the intention of any scientific procedure is to produce a GM product for release onto the market, the consent to market the product will have to be obtained in a Member State of the European Community in accordance with the relevant Community rules. The Board does not intend to implement these rules in the Island as applications for marketing consents can only be processed by a Member State.

Import Regulations and Use of Imported GMOs

The proposed legislation would restrict the importation of GMOs to those that have an EC marketing consent and the use of imported products would be subject to any conditions attached to that consent.

Export Regulations

In order to mirror EC trade regulations relating to GMOs, only GM products with a Community marketing consent could be exported from the Island to a Member State of the EC.

Where exports of GMOs were destined for a country that is not part of the EC, the proposed legislation would require the exporter to obtain permission to import the relevant products from the authorities in the country in question before shipment took place. Where exported GM products would transit other countries before reaching their final destination, the authorities of the countries of transit would also have to be notified of such transit.

Packaging, Labelling and Identification

GM products that have a Community marketing consent that were imported into the Island would have to be packaged, labelled and identified in accordance with Community legislation on such matters. (The relevant legislation will be specified in a schedule attached to the proposed insular legislation).

Co-Existence

As indicated above, the European Community framework on genetically modified organisms introduces little by way of regulation on the co-existence of conventional and genetically modified crops.

Member States have been left to develop policy on this matter within the context of the legislative framework and based on guidelines issued by the European Commission.

These guidelines include provisions on the separation of conventional and GM crops, the creation of pollen barriers and buffer zones and arrangements for co-operation between farmers in order to best co-ordinate the planting of different types of crops.

The Board intends to take a robust approach on this matter based on the precautionary principle and appropriate scientific advice. It is intended that the detailed arrangements on co-existence be specified in a schedule attached to the proposed legislation and such arrangements will include requirements relating to separation zones (planting distances) and the creation of buffer zones and pollen barriers.

The co-existence rules cannot be used to introduce a de facto ban on the importation of GM crops as such action would amount to a barrier to trade and would be contrary to the obligations established in Protocol 3.

The Board believes, however, that the investment made by existing farmers in conventional non-organic and organic crops should not be put at risk by the introduction of genetically modified crops and it intends to implement as many measures as it can (within the context of Community legislation on trade in GM crops) in order to minimise that risk.

Liability

Notwithstanding the proposed arrangements relating to co-existence, the Board believes that in the event that GM crops contaminate conventional crops (including organic crops), the person responsible for such GM crops should be liable for any costs relating to:

- a) the implementation of measures to clean up such contamination and contain and prevent any further contamination,
- b) any differential in income achieved from the sale of contaminated conventional production compared to the income that would have been achieved if that production had not been contaminated (until the contamination is cleared) and in the case of organic production, until any qualification for an organic standard is reinstated.

For the purposes of identifying the source of GM contamination, genetically modified organisms carry a marker gene to aid identification.

Public Consultation and Public Information

The Board believes that the public should have the opportunity to comment on any proposed scientific or experimental use of genetically modified organisms. It therefore intends to consult any individual or organisation that might be affected by such an activity and to also provide a period of not less than 60 days during which any member of the public would be able to express views on a proposed use of a GMO.

The Board also intends to maintain a register that will be available for public inspection that will include information on:

- a) premises used for the scientific use of genetically modified organisms and any consents granted for the deliberate release of such organisms for such purposes; and
- b) any genetically modified organisms that have a European Community marketing consent.

It is proposed that insular legislation on GMOs include provisions relating to public consultation and the maintenance of public registers as set out above.

Emergency Powers

There may be circumstances in which new information on a genetically modified organism leads to the conclusion that it represents a risk to the environment or to humans which in turn would require measures to be introduced to eliminate that risk.

The Board proposes that insular legislation should include provision to introduce emergency measures in such circumstances that would enable it to regulate, modify the conditions on the use of, or terminate the use of any relevant GMOs in the Island.

There may also be circumstances in which a marketing consent was modified or withdrawn by the European Commission. The proposed legislation would oblige the user of a relevant GMO in the Island to implement any new conditions attached to a marketing consent, or where appropriate, enable the Board to direct that it be secured, treated or destroyed.

Records and Traceability

A significant part of the most recent European Community legislation makes provision for measures to ensure that any approved GMOs that are sold on the European market can, if necessary be traced.

In order that the trail is maintained in the Island, the Board proposes that insular legislation should require that an importer of GMOs maintain records of such products, including information on the supplier and details of any sales in the Island to wholesale and retail outlets.

The proposed legislation should also include a provision for any risk assessments and any records that have to be maintained as a condition of an authorised scientific use of a GMO, to be kept for a minimum of 5 years.

Monitoring

European Community legislation requires biotechnology companies to have monitoring procedures in place to identify the occurrence of unforeseen adverse effects on human health or the environment. The Board believes that this obligation should apply to the use of GMOs in the Island.

Community marketing consents may also include separate conditions relating to monitoring and the proposed legislation will oblige the user of a GMO to comply with any and all of the conditions attached to such a consent.

The Board will also be able to attach conditions to any consents granted for the scientific use of GMOs in the Island. Such conditions could include provisions for monitoring and would be imposed on the basis of the scientific advice sought (from the UK) in respect of the use of GMOs for this purpose.

Consultations

The Board has consulted the Board of Health which supports the proposals for legislation.

The views of the Committee for Horticulture have also been sought and it supports the introduction of controls to ensure that there is no uncontrolled exploitation of unacceptable forms of GM technology on the Island without proper technical and risk assessments. It believes, however, that any insular regulations must also be flexible enough to allow the exploitation of developments that may be of genuine, safe benefit to the Island.

Information on the proposals for GM legislation have been sent to the authorities in Alderney and Sark which have requested that that legislation extend to their respective Islands.

Resource Implications

The implementation of the proposed legislation will have no financial or staff implications and can be achieved with the existing resources available to the Board.

Conclusions

The GM debate is likely to continue for some time and is unlikely to lead to any definitive conclusions, however it is clear that with the impending implementation of legislation in the European Community, the moratorium on the marketing of GM products will end and products that are approved will be in free circulation in Member States.

The Board has concluded that as the result of the latter development it is important to introduce regulation on the use of GMOs in the Island as the absence of such regulation

could lead to the unrestricted use of such organisms which, in a small geographical area like Guernsey, could have significant effects on the environment, the farming industry and in particular, on organic production.

It therefore proposes that legislation be introduced in accordance with the provisions set out in this policy letter which take account of the relationship between the Island and the EC (as set out in Protocol 3).

The proposed legislation will regulate

- the scientific use of GMOs, subject to conditions and controls; and
- limit the importation and use of GMOs to those that have an EC marketing consent.

In addition certain responsibilities will accompany the use a GMO including any conditions attached to such use and long-term monitoring of the possible impacts of such use. The user will also be subject to certain liability in the event of the contamination of non-GM crops.

The Board intends to continue to examine the prospects of making the Island a GM-free area within the context of the EC regulations, however as it cannot guarantee to achieve such a situation, it believes that insular legislation remains a necessity.

Recommendations

The Board recommends the States to approve the proposals for legislation on genetically modified organisms in accordance with the principles set out in this report.

I would be grateful if you will be good enough to lay this matter before the States with appropriate propositions including one directing the preparation of legislation.

Yours faithfully,

P. J. ROFFEY

President.

Agriculture and Countryside Board

APPENDIX 1

Biotechnology and Genetically Modified Organisms

The first GM plants were produced in 1983. Genetic modification involves either the alteration of the genes of an organism or the introduction of genetic material from one organism into another organism. In the former case alteration may involve “switching” genes on or off and in the latter case genetic material may be transferred from plants to plants or animals to animals or between plants and animals.

Gene insertion is achieved by selecting a gene that produces a desired characteristic, attaching that to a carrier and a promoter and introducing them into the target organism either by physical means (a gene gun) or using bacteria.

The objectives of genetic modification are to produce organisms with specific qualities more accurately and efficiently than occurs by using traditional methods or to transfer genes from one species to another to develop characteristics that would be difficult or impossible to achieve through traditional breeding.

The desired results of genetic modification include increased yields and improved nutritional value of plants, the maintenance of yields, using less toxic chemicals to control pests and the development of plants that are resistant to drought or poor soil conditions.

Traits in existing genetically modified organisms include herbicide tolerance and disease and insect resistance. Future GM technology may aim to decrease levels of toxins in plants, increase health promoting factors and alter nutrient levels.

Large scale commercial cultivation of GM crops started in 1996 and 95% of worldwide production comes from the USA, Canada and Argentina. Production mainly consists of industrial crops (such as soya beans, maize and canola) which are intended for use in the food and animal feed processing industries. Of the GM crops grown worldwide, 95% of such crops consist of either soybean, maize or cotton.

Products from genetically modified micro-organisms are widely used in some sectors of the food industry and in medicines.

The European Community has granted marketing authorisations for 18 GM products (15 crops and 3 vaccines) and applications for a further 19 are in the process of consideration (which may take 6-12 months to conclude).

The President
States of Guernsey
Royal Court House
St Peter Port
Guernsey
GY1 2BP

29 October 2003

Dear Sir

BIOTECHNOLOGY AND GENETICALLY MODIFIED ORGANISMS

I refer to the policy letter dated 23 October 2003 from the President of the Agriculture and Countryside Board on the above subject.

The Advisory and Finance Committee recognises the need to introduce legislation to control the potential use of Genetically Modified Organisms in the Bailiwick and it is pleased to note that consultations with other involved States Committees has taken place.

The Committee supports the proposals.

Yours faithfully

L. C. MORGAN

President
States Advisory and Finance Committee

The States are asked to decide:-

XI.- Whether, after consideration of the Report dated the 23rd October, 2003, of the States Agriculture and Countryside Board, they are of opinion:-

1. To approve the proposals for legislation on genetically modified organisms in accordance with the principles set out in that Report.
2. To direct the preparation of such legislation as may be necessary to give effect to their above decision.

STATES GAMBLING CONTROL COMMITTEE

CROWN AND ANCHOR – PLAYING ON SUNDAYS

The President
States of Guernsey
Royal Court House
St Peter Port
Guernsey

16 October 2003

Dear Sir

CROWN AND ANCHOR – PLAYING ON SUNDAYS

In accordance with the Gambling (Crown and Anchor) (Guernsey) Ordinance, 1983, as amended, the Gambling Control Committee issues

- annual licences to crown and anchor operators
- table permits in respect of licensed operators for individual events.

Section 4 (3)(a), provides that the Committee is unable to grant a table permit on “any Sunday, Good Friday or Christmas Day”.

However, in 1999, the States approved a recommendation from the Liberation & Millennium Celebrations Committee that on Sunday 2 May 1999, by way of exception to the Ordinance, Crown and Anchor table permits could be granted by the Committee on this date (Reference V11 of Billet d’Etat No 1V of 1999).

In 2004, Liberation Day once again falls on a Sunday and the Liberation Celebrations Committee has asked that a similar exception be made to the Ordinance on this occasion.

In view of the above request and after consultation with the Advisory and Finance Committee, the Gambling Control Committee has concluded that the restriction on preventing the issue of table permits to allow Crown and Anchor to be played on Sundays is outdated, although the Committee would not wish to change the current restriction on Christmas Day and Good Friday.

The Committee accordingly recommends the States to agree to amend Section 4 (3)(a) of The Gambling (Crown and Anchor)(Guernsey) Ordinance, 1983, as amended, to remove the provision that a table permit shall not have effect on a Sunday (except when Christmas Day falls on a Sunday).

If the States approve this recommendation, all future applications for the issue of Crown and Anchor table permits to have effect on Sundays would be considered by the Committee on their merits.

I should be grateful if you would lay this matter before the States with appropriate propositions, including the preparation of the necessary legislation.

Yours faithfully

D. P. LE CHEMINANT

President
Gambling Control Committee

(NB The States Advisory and Finance Committee supports the proposals)

The States are asked to decide:-

XII.- Whether, after consideration of the Report dated the 16th October, 2003, of the States Gambling Control Committee, they are of opinion:-

1. That section 4 (3)(a) of the Gambling (Crown and Anchor)(Guernsey) Ordinance, 1983, as amended, shall be further amended to remove the provision that a table permit shall not have effect on a Sunday (except when Christmas Day falls on a Sunday).
2. To direct the preparation of such legislation as may be necessary to give effect to their above decision.

DE V. G. CAREY
Bailiff and President of the States

The Royal Court House,
Guernsey.
The 7th November, 2003

APPENDIX I**STATES ADVISORY AND FINANCE COMMITTEE**

INTERNATIONAL CONVENTIONS AND AGREEMENTS

The President
States of Guernsey
Royal Court House
St Peter Port
Guernsey

15th October, 2003

Dear Sir,

On the 25th February 1987 the States resolved:

1.
2. that the States Advisory and Finance Committee shall submit annually to the Bailiff for inclusion as an Appendix to a Billet d'Etat, a report setting out the title and brief description of each International Agreement received by the States Advisory and Finance Committee in the preceding year and giving details of the action taken in relation to that Agreement.

In accordance with the resolution of the States I have the honour to request that you be good enough to publish the report for the period from 1st August, 2002 to 30th September, 2003 appended hereto as an Appendix to a Billet d'Etat.

Yours faithfully,

L.C. MORGAN,
President,
Advisory and Finance Committee.

REPORT

for the period from 1st August, 2002 to 30th September, 2003
ON INTERNATIONAL CONVENTIONS AND AGREEMENTS
(in accordance with Resolution VIII (2) of Billet d'État IV
1987)

PART I - OUTSTANDING MATTERS FROM PREVIOUS REPORTS

1. **United Nations Convention on the Rights of the Child**

Object: To make provision for the implementation of 54 wide-ranging articles concerning the right of the child, several of which involve human rights and fundamental freedoms.

Consultation: Alderney and Sark
 H.M. Procureur
 H.M. Government
 Education Council
 Children Board
 Guernsey Social Security Authority
 Committee for Home Affairs
 Board of Industry
 Board of Health

Action: In 1987 the States resolved that where international agreements involved questions of human rights and fundamental freedoms the terms of such agreements should be laid before the States.

In the 2002 Policy and Resource Planning Report it was noted that the Advisory and Finance Committee had resolved that this Convention be extended to Guernsey and that a policy letter would be presented once some necessary additional legislation is in place.

In that regard the Children Board's extensive review of child care legislation is continuing and a policy letter is likely to be presented to the States in the latter part of 2003 or early 2004.

2. **Treaty between the United States of America and the United Kingdom on Mutual Legal Assistance in Criminal Matters**

Object: To improve the effectiveness of the Law enforcement authorities of both countries in the investigation, prosecution and combating of crime through co-operation and mutual legal assistance in criminal matters and to reaffirm the Contracting Parties' determination to enhance assistance in the fight against crime as set out in an earlier Agreement.

Consultation: H.M. Procureur
Financial Services Commission

Action: The general question of this Treaty is still under review. A separate Agreement relating to the sharing between the representative jurisdictions of assets which have been confiscated as being the proceeds of drug trafficking was concluded on 29th July, 1996.

3. **World Declaration on the Survival, Protection and Development of Children and Plan of Action for Implementing the aforesaid World Declaration in the 1990's**

Object: To undertake a joint commitment, and to make an urgent universal appeal, to give every child a better future.

Consultation: H.M. Procureur

Action: The issues involved are closely related to those under consideration in relation to the U.N. Convention on the Rights of the Child (see Part I No. 1) and will be examined when a decision is reached with regard to the Convention.

4. **Convention for the Protection of the Marine Environment of the North East Atlantic**

Object: To provide that the Contracting Parties shall take all possible steps to prevent and eliminate pollution and shall take the necessary measures to protect the maritime area against the adverse effects of human activities so as to safeguard human health and to conserve marine ecosystems and, when practicable, restore marine areas which have been adversely affected.

Consultation: Alderney and Sark

H.M. Procureur
 Board of Administration
 Board of Health
 Sea Fisheries Committee
 Public Thoroughfares Committee

Action: The issues involved are linked to the control of environmental pollution and the implementation of the Waste Strategy Assessment. In February, 1997 the States directed the preparation of legislation to control environmental pollution. The first report on the Waste Strategy Assessment was considered by the States in June, 1997. The possible extension of the Convention will be considered once those issues are decided.

5. **Extradition Treaty between the United Kingdom and the Republic of India**

Object: To make more effective the co-operation of the two countries in the suppression of crime by making further provision for the reciprocal extradition of offenders and in the recognition that concrete steps are necessary to combat terrorism.

Consultation: Alderney and Sark
 H.M. Procureur

Action: This matter is still under consideration.

6. **United Nations Convention on Biological Diversity**

Object: To conserve the maximum possible biological diversity for the benefit of present and future generations and for its intrinsic value by ensuring that the use of biological resources is sustainable; and by securing economic and legal conditions favourable for the transfer of technology necessary to accomplish this objective.

Consultation: Alderney and Sark
 H.M. Procureur
 H.M. Government
 Board of Administration
 Agriculture and Countryside Board
 Island Development Committee

Action: Despite extended consultation with H.M. Government, the Insular authorities have not been able to ascertain precisely what legislation implements this Convention in the U.K. However information received from the U.N. World Conservation Monitoring Centre may assist in assessing the implications of extending the Convention to Guernsey.

7. **Agreement establishing the World Trade Organization**

The Agreement establishing the World Trade Organization comprises three separate parts: the General Agreement on Tariffs and Trade, 1994 (GATT); the General Agreement on Trade in Services (GATS) and the Agreement on Trade-Related Aspects of Intellectual Property Rights (TRIPS). It puts the GATT on a formal footing.

a. The General Agreement on Tariffs and Trade, 1994

Object: To increase market access by reducing or eliminating trade barriers. This objective was met by reductions in tariffs, reductions in non-tariff support in agriculture and the elimination of bilateral quantitative restrictions.

To increase the legal security of the new levels of access. This has resulted in strengthened and expanded rules, procedures and institutions.

To implement a phased reduction in tariffs on a wide range of goods.

To reduce non-tariff barriers.

To provide a new framework of rules on subsidies and trade restrictions.

To provide for a free global textile trade.

To bring agriculture fully within the GATT for the first time. This includes the conversion of all restrictions on trade to tariffs which are transparent. A minimum reduction in every tariff of 15%. A guarantee that at least 3% of domestic agricultural product markets will be open to imports. Controls will be introduced on domestic support and export subsidies.

The Multifibre Agreement will be phased out and trade in textiles will be re-integrated into the GATT system over a ten year period.

Anti-dumping rules will be strengthened and clarified.

To provide for more rapid and effective settlement of trade disputes.

Consultation: Alderney and Sark
 H.M. Procureur
 H.M. Government
 Financial Services Commission
 Board of Administration
 Guernsey Transport Board
 Telecommunications Board
 Tourist Board
 Recreation Committee
 Board of Health
 Education Council
 Committees at Raymond Falla House
 Jersey and Isle of Man authorities

Action: This matter is still under consideration.

b. General Agreement on Trade in Services.

Object: To introduce the principles of the GATT regarding multilateral trade rules to services, including the principles of national treatment, most-favoured-nation, transparency and progressive liberalisation.
 To liberalise trade in a wide range of services as a basis for freer trade in the future.
 To guarantee existing levels of access in many areas.

Consultation and Action: As in a. above.

c. Agreement on Trade-Related Aspects of Intellectual Property Rights.

Object: To introduce a set of agreed multilateral rules requiring basic protection of intellectual property rights including the principles of national treatment and most-favoured-nation.

Consultation: H.M. Government
H.M. Procureur
Jersey authorities
Board of Industry

Action: The States have agreed to the enactment of new intellectual property rights legislation. Once that legislation has been enacted consideration will be given to the extension of this Agreement to Guernsey.

8. **Agreement on Government Procurement**

Object: To broaden and improve the 1979 Agreement on Government Procurement (as amended in 1987) on the basis of mutual reciprocity and to expand the coverage of the Agreement to include Service Contracts.

Consultation: Alderney and Sark
H.M. Procureur
Committee for Home Affairs
Board of Industry
Public Thoroughfares Committee
Post Office Board
Education Council
Water Board
Telecommunications Board
Electricity Board
Agricultural and Milk Marketing Board
Board of Health
Board of Administration

Action: This matter is still under consideration.

9. **Council of Europe Convention relating to questions of copyright law and neighbouring rights in the framework of transfrontier broadcasting by satellite**

Object: To promote the broadest possible harmonisation of the Law of the Member States, and the other States party to the European Cultural Convention, on copyright and neighbouring rights with regard to new technical developments in the field of broadcasting by satellite.

Notably the need to safeguard the rights and interests of authors and other contributors when protected works and other contributions are broadcast by satellite. To consider

further legal aspects of broadcasting by satellite from the viewpoint of copyright law and neighbouring rights.

Consultation: Alderney and Sark
H.M. Procureur
Broadcasting Committee
Board of Industry

Action: The States have agreed to the enactment of new intellectual property rights legislation. Once that legislation has been enacted consideration will be given to the extension of this Agreement to Guernsey.

10. **International Convention for the Prevention of Pollution from Ships (MARPOL)**

Object: To achieve the complete elimination of intentional pollution of the marine environment by oil and other harmful substances and the minimization of accidental discharge of such substances.

Consultation: H.M. Government
Alderney and Sark
H.M. Procureur
Board of Administration

Action: The possible extension of the Convention will be considered once Guernsey's new Merchant Shipping Legislation is in place.

11. **United Nations Convention on Contracts for the International Sale of Goods**

Object: The Convention provides a uniform law for international sales of goods. It provides common ground between the parties to a contract. For example, it could be used where a seller and an overseas buyer are unable to agree on which of their national laws should apply to their contract.

Consultation: Alderney and Sark
H.M. Procureur
Board of Industry
Financial Services Commission

Action: A decision regarding this Convention will be made following consideration by the States of proposals for the

introduction of Sale of Goods legislation which is presently being addressed by the Board of Industry.

12. **Council of Europe Framework Convention for the Protection of National Minorities**

Object: To specify the legal principles which States undertake to respect in order to ensure the protection of national minorities.

Consultation: Alderney and Sark
H.M. Procureur

Action: This matter remains under consideration.

13. **Agreement between the United Kingdom and Canada regarding the Sharing of Forfeited or Confiscated Assets or their equivalent funds**

Object: To enable the Parties to share confiscated criminal proceeds where the non-confiscating country has made a significant contribution to the investigation.

Consultation: Alderney and Sark
H.M. Procureur

Action: H.M. Government has been asked to investigate the possibility of a separate Guernsey/Canada agreement being negotiated.

14. **Council of Europe Convention on Cyber Crime**

Object: To deter actions directed against the confidentiality, integrity and availability of computer systems, networks and computer data as well as the misuse of such systems, networks and data by providing for the criminalisation of such conduct and to facilitate the detection, investigation and prosecution of such criminal offences at both the domestic and international level.

Consultation: Alderney and Sark
H.M. Procureur

Action: This matter is still under consideration.

15. **Agreement between the United Kingdom and Romania on the Return and Readmission of Persons Present without Authorization**

Object: To improve co- operation between the two contracting parties in order to contribute to the prevention and combating of illegal cross-border migration and to facilitate readmission and transiting in cases of expulsion of persons whose entry or residence on their territories is illegal.

Consultation: Alderney and Sark
H.M. Procureur
Board of Administration

Action: This matter is still under consideration.

16. **Convention on the Conservation of Migratory Species of Wild Animals :
Agreement on the Conservation of Albatrosses and Petrels**

Object: To set out management requirements for the Conservation of Albatrosses and Petrels both in the Marine and Terrestrial Environments.

Consultation: Alderney and Sark
H.M. Procureur
Board of Administration
Agriculture and Countryside Board

Action: This matter is still under consideration

17. **Agreement between the United States of America and the United Kingdom regarding the Sharing of Forfeited or Confiscated Assets or their Equivalent Funds**

Object: To improve the effectiveness of law enforcement in both countries in the investigating, prosecution and suppression of crime and in the tracing, freezing, seizure and forfeiture or confiscation of assets related to crime and to create a framework for sharing the proceeds of the disposition of such assets.

Consultation: Alderney and Sark
H.M. Procureur

Action: H.M. Government has been asked to investigate the possibility of a separate Guernsey/U.S.A. agreement being negotiated.

18. **Gothenburg Protocol to the 1979 Convention on Long-Range Transboundary Air Pollution to abate Acidification, Eutrophication and Ground-level Ozone**

Object: To set national annual emission ceilings for sulphur, nitrogen oxides, volatile organic compounds and ammonia which can cause a range of harmful environmental effects, mainly acidification, eutrophication and ground-level ozone.

Consultation: Alderney and Sark
H. M. Procureur
Board of Health
Board of Industry

Action: Not to be extended to Guernsey as the resources which would need to be deployed in monitoring the emissions would be disproportionate to any benefits.

19. **UNESCO Convention on the means of prohibiting and preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property.**

Object: To take measures to stop and prevent the illicit import, export and transfer of cultural property; to set up national services for the protection of the cultural heritage; to introduce an export certificate system; to impose penalties for the infringement of prohibitions; to protect adequately archaeological sites; to submit periodic reports to the United Nations on the implementation of the Convention.

Consultation: Alderney and Sark
H. M. Procureur
Heritage Committee

Action: This matter is still under consideration.

20. **Protocol 13 to the European Convention for the Protection of Human Rights and Fundamental Freedoms**

Object: To provide for the abolition of the death penalty in all circumstances.

Consultation: Alderney and Sark
H. M. Procureur

Action: On the 30th October, 2002 the States resolved that H.M. Government be requested to make a declaration to extend the provisions of the 13th Protocol to Guernsey.

21. **Amendment to the International Convention for the Safety of Life at Sea**

Object: To enhance maritime security by requiring all vessels over 500 gross tons to file security plans and have an approved security officer. International ports will also require security plans and must carry out port security assessments.

Consultation: Alderney and Sark
H. M. Procureur
Board of Administration

Action: Extension to Guernsey agreed.

22. **United Nations Convention on the Elimination of All Forms of Discrimination against Women**

Object: To achieve equal rights for women throughout the world in all fields of life - political, economic, social, cultural and civil.

Consultation: Alderney and Sark
H.M. Procureur
H.M. Government
all States Committees

Action: On the 25th September, 2003 the States resolved that, once legislation has been enacted which makes discrimination unlawful and which promotes equality of opportunity and diversity and following the enactment of an Ordinance, pursuant to the aforesaid legislation, dealing with gender discrimination, H.M. Government should be requested to include Guernsey in the United Kingdom's ratification of the International Convention on the Elimination of all forms of discrimination against Women at the earliest practical opportunity.

PART II - NEW MATTERS CONSIDERED SINCE PREVIOUS REPORTS

23. Euro-Mediterranean Agreement establishing an Association between the EC and Algeria

Object: The aims of this Agreement are to:

- provide an appropriate framework for political dialogue between the parties, allowing the development of close relations and co-operation in all areas they consider relevant to such dialogue;
- promote trade and the expansion of harmonious economic and social relations between the parties and establish the conditions for gradual liberalization of trade in goods, services and capital;
- facilitate human exchanges, particularly in the context of administrative procedures;
- encourage integration of the Maghreb countries by promoting trade and co-operation within the Maghreb group and between it and the Community and its Member States;
- promote economic, social, cultural and financial co-operation.

Consultation: Alderney and Sark
H.M. Procureur

Action: Extension to Guernsey agreed, only to the extent that the Agreement applies within the terms established by Protocol 3 to the United Kingdom's Act of Accession to the Treaty of Rome.

24. Memorandum of Understanding between the United Kingdom and the Republic of Belarus on Bilateral Obligations relating to the International Adoption of Children

Object: To provide a procedure for adopting children from one country to the other, the participants undertaking, during the process of adoption, to act in the best interests of the child.

Consultation: Alderney and Sark

H.M. Procureur
Children Board

Action: Extension to Guernsey agreed in principle.

25. **Cartagena Protocol on Biosafety to the Convention on Biological Diversity**

Object: The Protocol's overall objective is to contribute to ensuring an adequate level of protection in the field of the safe transfer, handling and use of living modified organisms (LMOs) resulting from modern biotechnology that may have adverse effects on the conservation and sustainable use of biological diversity, taking also into account risks to human health, and specifically focussing on transboundary movements. (The term genetically modified organism (GMO) is more commonly used in the EC than the term LMO, but the two terms mean the same.)

Consultation: Alderney and Sark
H.M. Procureur
H.M. Government
Board of Administration
Agriculture and Countryside Board
Island Development Committee

Action: The issues involved are closely related to those under consideration in relation to the Convention on Biological Diversity (See Part I No 6) and will be examined when a decision is reached with regard to that Convention.

26. **Extradition Treaty between the United Kingdom and the United States of America**

Object: To provide for more effective co-operation between the two states in the suppression of crime and, for that purpose, to conclude a new treaty for the extradition of offenders.

Consultation: Alderney and Sark
H.M. Procureur

Action: Extension to Guernsey agreed.

27. **International Treaty on Plant Genetic Resources for Food and Agriculture**

Object: The main objectives of the Treaty are sustainable agriculture and food security through the conservation and sustainable use of plant genetic resources. The central plank of the Treaty is a multilateral system of access and benefit-sharing.

Consultation: Alderney and Sark
H.M. Procureur
Board of Health
Agriculture and Countryside Board

Action: Not extended to Guernsey as the Island would not presently be able to fulfil the Treaty obligations.

28. **International Convention on the Control of Harmful Anti-Fouling Systems on Ships, 2001**

Object: To reduce or eliminate adverse effects on the marine environment and human health caused by anti-fouling systems and to encourage the continued development of anti-fouling systems that are effective and environmentally safe.

Consultation: Alderney and Sark
H.M. Procureur
Board of Administration
Sea Fisheries Committee

Action: This matter is still under consideration.

29. **Draft United Nations Convention against Corruption**

Object: To promote and strengthen measures to prevent and combat more effectively corruption and all other acts related specifically to corruption;
To promote, facilitate and support international co-operation in the fight against corruption, including the return of the proceeds of corruption;
To promote integrity and good governance.

Consultation: Alderney and Sark
H.M. Procureur

Action: Extension to Guernsey agreed in principle, subject to sight of the final draft.

30. **Aarhus Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters**

Object: In order to contribute to the protection of the right of every person of present and future generations to live in an environment adequate to his or her health and well-being, each Party shall guarantee the rights of access to information, public participation in decision-making, and access to justice in environmental matters in accordance with the provisions of this Convention.

Consultation: Alderney and Sark
H.M. Procureur
Board of Administration
Board of Health
Board of Industry
Committee for Horticulture
Agriculture and Countryside Board
Sea Fisheries Committee
Traffic Committee
Water Board
Island Development Committee

Action: Not extended to Guernsey as the Convention is not considered appropriate in a small jurisdiction where such matters can be dealt with on a 'best practice' basis.

31. **Optional Protocol to the United Nations Convention on Torture**

Object: To prevent torture and inhuman treatment through visits by national and international independent monitoring committees to places of detention in signatory states.

Consultation: Alderney and Sark
H.M. Procureur
Board of Health
Board of Administration
Committee for Home Affairs
Children Board

Action: In 1987 the States resolved that where international agreements involved questions of human rights and fundamental freedoms the terms of such agreements should be laid before the States.

In pursuance of that resolution a report will be made to the States regarding this Protocol in the latter part of 2003 or early 2004.

32. **International Labour Organization Convention 178 - Labour Inspections (Seafarers) Convention 1996**

Object: State parties shall maintain a system of inspection of seafarers' working and living conditions. States may authorize public institutions or other organizations it recognizes as competent and independent to carry out inspections of seafarers' working and living conditions on its behalf. All ships registered in its territory are inspected at intervals not exceeding three years.

Consultation: Alderney and Sark
H.M. Procureur
Board of Industry

Action: Not extended to Guernsey as the scope of the Convention does not cover ships which may be registered on the Guernsey Register of British Ships.

PART III - REPORTS SUBMITTED BY GUERNSEY

In August 2003 the U.N. Committee on the Elimination of Racial Discrimination conducted an oral examination of the United Kingdom's 16th and 17th periodic reports under the International Convention on the Elimination of all Forms of Racial Discrimination. The U.N. Committee's concluding observations were published in a report.

Copies of that report and other reports published by the United Nations Human Rights Committee are available, free of charge, on request from the Head of External and Constitutional Affairs at Sir Charles Frossard House.

Copies have also been deposited at the Royal Court Library and with the Citizens' Advice Bureau, Guille-Allès Library, Priaulx Library, Alderney Library and Sark Library.

APPENDIX II**STATES ADVISORY AND FINANCE COMMITTEE****THE REMUNERATION OF STATES MEMBERS AND NON-STATES
MEMBERS**

The President
States of Guernsey
Royal Court House
St Peter Port
Guernsey
GY1 2PB

29th October 2003

Dear Sir

The Remuneration of States Members and non-States Members.

On the 29th January 2003, following consideration of a report dated the 26th November 2002 submitted by the Advisory and Finance Committee, the States resolved to establish an Independent Pay Review Board '*to review and make recommendations for the future remuneration of States Members, non-States Members and former States Members*'.

The Advisory and Finance Committee has, within the last week, received the report of the Independent Pay Review Board. The Committee wishes to publish the report at the earliest opportunity and in doing so would welcome the comments of States Members and the public on the conclusions and recommendations contained in the report.

The Committee will, in due course, be submitting the report to the States for debate together with appropriate recommendations. In the meantime, the Committee would be grateful if you could arrange for the enclosed report to be published, together with a copy of this letter, as an appendix to the November Billet d'Etat.

Yours faithfully

L. C. MORGAN

President
Advisory and Finance Committee

**STATES MEMBERS PAY
REVIEW BOARD**

**REPORT TO THE
STATES ADVISORY AND FINANCE
COMMITTEE**

OCTOBER 2003

States Members Pay Review Board

Report to the States Advisory and Finance Committee

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REPORT OF THE STATES MEMBERS PAY REVIEW BOARD TO THE STATES ADVISORY AND FINANCE COMMITTEE

Introduction

1. On 29 January 2003, following consideration of the States Advisory and Finance Committee's report dated 26 November 2002, the States resolved that:

“An Independent Pay Review Board should be established ... to ‘review and make recommendations for the future remuneration of States Members, non-States members and former States Members’”.

2. The members of the Board appointed by the States are:
 - Mr David J Warr, F.C.A., Chairman
 - Mr David J Cherry
 - Mr John S Guilbert.
3. Under the terms of reference approved by the States, the Board is required to examine the existing system of remuneration and systems in comparable jurisdictions and to consult with States members and other persons and organisations. It must consider the main principles and arrangements for future payments and submit its report to the Advisory and Finance Committee, setting out its findings, conclusions and recommendations. The terms of reference are set out in full in appendix 1 to the report.
4. The Board's review is part of the current process of reforming the machinery of government in Guernsey. The report is therefore referenced to the departmental and committee structure approved by the States on 16 May 2003 (Billet d'État VII, 2003) and the recommendations, except where otherwise stated or otherwise required by the context, are intended to be effective as from the implementation of the new arrangements.
5. However, because these new arrangements have yet to be implemented, the Board has been constrained in its work and a significant proportion of its conclusions and recommendations has, of necessity, been based on informed expectations and projections. This should be borne in mind when considering the report and is the reason why the Board has recommended (paragraph 77) a further independent review of States Members' pay when the patterns of, in particular, Members' workload and responsibility under the new arrangements have become clear.
6. A summary of the Board's recommendations is included below at paragraphs 85 to 88.

Current rules for and levels of States Members' and non-States Members of States Committees' pay

7. The current rules for payments to States Members, former States Members and non-States Members of States Committees are contained in full in appendix 2 to the report. In brief summary, States Members receive:
 - A Compensation Payment of £9,987 per year
 - An Attendance Allowance of a maximum of £29.96 per half day
 - An Expense Allowance of £1,998 per year, free of tax
 - A Presidential Allowance ranging from nil to £4,994 per year, depending on the grading of the committee or committees concerned. Where individual Members hold more than one presidency, the maximum payable is £4,994 per year.
8. Subject to conditions, former States Members are entitled to a pension of £3.01 per week for each year of service up to 31 December 1989 and, unless they have opted out of the contributory States Members Pension Scheme, £6.02 per week for each year of service after that date.
9. Non-States Members and representatives of the States of Alderney receive an attendance allowance not exceeding £39.94 per half day.
10. The pattern of States Members' work, and hence pay, varies considerably with the number of committee seats and the presidencies held and with the differing workloads of those committees. A calculated average of Members' pay is therefore of little significance. However, it is possible to construct pay profiles, based on attendance claims and other statistics for 2002, which give a more meaningful picture of States Members' remuneration at the lower end, middle and top of the scale. In each case, the total remuneration includes the Expense Allowance and is stated before tax and deductions for pension and social security contributions.
 - At the lower end of the scale, a Member might typically hold no committee presidency and claim Attendance Allowance for 55 half days per year. Such a Member's pay would currently be in the region of £13,600 per year.
 - In the middle of the scale, a member claiming Attendance Allowance for 120 half days would receive about £15,600 per year. If, in addition, the presidency of a C grade committee was held, this would increase to about £16,600 per year.
 - At the top of the scale, Members may sit on several committees, including those meeting most frequently, and hold more than one committee presidency. Based on Attendance Allowance for 200 half days and the presidency of an A and a B committee, a Member would receive about £23,000 per year.

11. There are substantial differences between the basis of the present system of remuneration and that of the system for the future recommended by the Board in this report. The above profiles will assist in making valid comparisons between current pay levels and those resulting from the Board's proposals.

Principles underlying the Board's recommendations

12. The Board has considered the principles upon which it believes its recommendations should be based. These are similar in some respects to the principles propounded by the Independent Review Panel when reporting on States Members' pay in 1988 and 1995. However, they are by no means identical and changing circumstances have meant that different emphases are placed upon them.
13. The main principles underlying the Board's recommendations are as follows:

- Of primary importance, in the Board's view, is that the remuneration of States Members should be sufficient to provide all members of the community with the opportunity to stand for election. The Board believes that current levels of remuneration do not achieve this. Consequently, the States may be unrepresentative of the Island's population (a number of States Members and the public and organisations have indicated to the Board that they consider this to be the case (paragraph 16))

However, the Board is also aware of the possibility that a significantly increased level of pay may encourage persons to stand for election to the States for purely financial reasons. Nevertheless, there may be no level of pay that accomplishes both ends and the electorate must be trusted to reject those who demonstrate neither commitment or ability

- Remuneration has hitherto been considered largely as compensation for time lost in outside employment. In this respect, any uniform level of pay is inevitably unsatisfactory as it must always undercompensate some and overcompensate others, according to their circumstances. Furthermore, the workload of States Members has undoubtedly increased in recent years to the point where, although perhaps only a full time job in a few cases, membership is nevertheless the principal occupation of many. Their pay should therefore rather be seen as an allowance rewarding the contribution and commitment required of them
- Remuneration should be firmly linked to the varying levels of such contribution and commitment. As regards a higher workload, those holding seats on Departments or Committees should receive additional pay. As regards responsibility, the more senior positions should warrant further allowances, each reflecting the respective level of responsibility
- An element of voluntary public service has hitherto been associated with membership of the States and with non-States Members' membership of

States committees. Although in some quarters this is considered to be of declining importance, a valid comparison may be drawn with the many people outside the political sphere who devote a considerable amount of their time and effort to the benefit of the community through charity work and in other ways. Most are unpaid and others have chosen to dedicate themselves to service to the community for relatively low pay.

The Board considers that service to the community remains an inherent aspect of the job, and endorses the view of the Independent Review Panel in 1995 that it is “an essential and valuable contribution to the good government of the Island”. The Board has taken this into account in recommending overall levels of remuneration, but has considered it inappropriate to designate any particular element of a States Member’s duties as honorary.

- In 2001 (Billet d’État XXII, November 2001), the States effectively agreed that no part of the remuneration of States Members should be means tested. The Board is firmly of the view that there are no grounds for the re-introduction of means testing for any of the elements of pay that it is recommending
- Any new system of remuneration should be transparent and administratively straightforward.

14. The remaining principles on which the Board’s recommendations are based are of a subsidiary nature and are discussed in the sections of the report dealing with the aspects of remuneration to which they relate.

Representations received

15. The Board invited all States Members and non-States Members of States committees to submit representations, either in writing or in person. 22 Members made submissions, of which the Board met 12. Seven submissions were also received from non-States Members of States committees and the Alderney representatives.

16. A large number of differing views were put forward, a summary of which is shown in appendix 3 to the report. The points most frequently made were as follows:

- The workload of Members is high and is increasing and the job is moving towards a full time occupation in some cases. Most felt that the workload would increase further when the new machinery of government was introduced
- The present States are not representative of the population of the Island and there is therefore a need to ensure that nobody is prevented from standing for election for financial reasons

- For the above reasons, a substantial or fairly substantial increase in States Members' remuneration is necessary. The amounts of remuneration suggested varied considerably, ranging up to £100,000 per annum.

17. The Board also placed advertisements in the local press, inviting representations from the public and organisations. 13 submissions were received expressing a wide variety of views, a summary of which is given in appendix 3. The points most frequently made were similar to those of States Members as above, although the proportion of those putting forward such points was generally smaller.

Basic Allowance, Membership Allowances and Special Responsibility Allowances

18. As mentioned above, the Board is of the opinion that the present Compensation Payment can only ever achieve its stated purpose imperfectly and has become increasingly inappropriate as membership of the States becomes the main occupation of many Members. It therefore **recommends that the Compensation Payment be replaced by a Basic Allowance available to all States Members** including the Alderney representatives (paragraphs 66 to 69).

19. However, the Board believes that States membership of itself (that is, apart from Department and Committee membership) does not, and will not in future, demand sufficient input in terms of time so as to preclude principal employment elsewhere. The hours required will, of course, vary from Member to Member, according to their "style", commitment and efficiency. However, the Board considers that Members would have sufficient opportunity to earn additional sums from employment outside the States or from their own businesses.

20. The amount of the Basic Allowance should therefore be set at a level which, with additional earnings from other employment, would allow a Member with no Department or Committee seats to maintain a reasonable standard of living, with the ability to support a family and housing costs if necessary. On the other hand, if a Member chose to engage in no other financially gainful activity, the allowance should be sufficient to live on, albeit with some sacrifice.

21. Accordingly, the Board **recommends that the Basic Allowance be set at £20,000 per year.**

22. The Board intends that the Basic Allowance should remunerate the following:

- Attendance at States meetings
- Attendance at meetings of sub-committees
- Attendance at meetings of Non-Governmental Bodies
- All other duties as a States Member, including constituency work (although the Board recommends below that work connected with membership of Departments, Standing States Committees and Special Committees should attract additional allowances).

23. The Board **recommends that the Attendance Allowance for all States Members and Presidential Allowances be abolished and that additional workload and responsibility be remunerated by a range of other allowances.** The reasons supporting the Board's view that the Attendance Allowance for States Members is no longer appropriate are given in paragraph 40.

24. It is **proposed that allowances in respect of workload be paid as follows:**

- **A Departmental Membership Allowance of £2,500 per year for each seat held on a States Department or the Scrutiny Committee**
- **A Committee Membership Allowance of £1,250 per year for each seat held on a Standing States Committee excluding the Scrutiny Committee**
- **A Special States Committee Membership Allowance to be set by the States on formation of the Committee at £2,500 per year or £1,250 per year, according to the expected workload.**

In exceptional circumstances, the workload of a Special Committee may be such that neither of the above levels of allowance would be appropriate. However, if that were the case, it would be open to the States to decide upon alternative arrangements regardless of the general rules in force.

25. Where individuals sit on a number of Departments and Committees, the time and commitment that can be devoted to any one membership will most likely be diluted. The Board therefore believes that the total amount of workload allowances payable to an individual Member should be limited. This may also help to encourage a more even distribution of seats among a broader range of Members, enabling newer Members in particular to develop their skills and abilities as politicians. It is **recommended that the total amount of Departmental, Committee and Special Committee Membership Allowances paid to an individual States Member does not exceed £7,500 per year.**

26. It is **proposed that Special Responsibility Allowances be paid as follows:**

- **Chief Minister – £35,000 per year**
- **Deputy Chief Minister – £10,000 per year**
- **Ministers and Chairman of the Scrutiny Committee – £7,500 per year**
- **Chairmen of Standing States Committees excluding the Scrutiny Committee - £3,750 per year**
- **Deputy Ministers and Vice-Chairman of the Scrutiny Committee - £2,500 per year**

- **Vice-Chairmen of Standing States Committees excluding the Scrutiny Committee - £1,250 per year**
- **Chairmen and Vice-Chairmen of Special States Committees - £7,500 and £2,500 per year respectively if the States have set the workload allowance for the Committee at the Departmental level, and £3,750 and £1,250 respectively if the allowance is set at the Committee level.**

It would be open to the States to decide upon alternative arrangements for the pay of Special Committee Chairmen and Vice-Chairmen in exceptional circumstances in the same way as for the Special Committee Membership Allowance (paragraph 24).

All of the above Special Responsibility Allowances should be paid in addition to the Basic Allowance and any Departmental, Committee and Special Committee Membership Allowances to which a Member may be entitled.

27. Although the arrangements approved by the States in May of this year restrict to a substantial extent the number of positions of special responsibility that an individual member may hold, there is still scope to hold a significant number of such posts. For example, there is no limit on the number of deputy ministerships that can be held and a minister is not precluded from being chairman of one or more committees. The Board has recommended above that the amount of Departmental and Committee Membership Allowances paid to individual Members be capped and, for similar reasons, **recommends that the total amount of Special Responsibility Allowances also be capped, the maximum amount payable to any individual Member, excluding the Chief Minister and Deputy Chief Minister, to be £15,000 per year.**
28. The additional duties of the Deputy Chief Minister could mean a further dilution of time and commitment between posts where a number are held. It is **recommended that the total amount of Special Responsibility Allowances payable to the Deputy Chief Minister should not exceed £22,500 per year.**
29. The recommendations above are summarised in tabular form in appendix 6 to the report. Set out below are examples of the total remuneration that may typically arise from the Board's proposals. The amounts include an expense allowance of £2,500 per year (paragraph 35) and are stated before deductions for income tax, pension contributions and social security contributions.
 - A States Member sitting on no Departments or Committees would be entitled to the Basic and Expense Allowances amounting to £22,500 per year.
 - A Member with seats on one or more Departments or Standing or Special Committees but holding no position of special responsibility would receive the Basic and Expense Allowances and Departmental, Committee and Special Committee Membership Allowances of between £1,250 and £7,500, giving a total of £23,750 to £30,000 per year.

- A Member in circumstances similar to those in the previous example, but being Deputy Minister of one of the departments on which he or she sat, would receive in addition a Special Responsibility Allowance of £2,500, increasing total remuneration to between £26,250 and £32,500 per year.
 - A Member who sat on one Department only and of which he or she was minister would receive Basic, Expense, Departmental Membership and Special Responsibility Allowances amounting to £32,500 per year.
 - A Minister with additional Department and Committee seats and posts such that allowances for Departmental, Committee and Special Committee Membership and Special Responsibility were capped at the maximum would be entitled to £45,000 per year.
 - The Deputy Chief Minister, depending on what other positions were held, would receive between £42,500 and £52,500 per year.
 - The Chief Minister, being precluded from membership of any Department or Committee, would receive the Basic and Expense Allowances, together with a Special Responsibility Allowance of £35,000, giving a total of £57,500 per year.
30. The Board is aware that, under its proposals, the pay of a Member holding several junior posts of special responsibility can exceed that of a Member holding only one senior post of special responsibility. The Board believes that this is not unreasonable given the cumulative responsibility and commitment that would be involved in multiple posts.
31. In formulating its recommendations, the Board has not attempted to differentiate between the expected workloads and levels of responsibility relating to each Department. At the present time, little information and no experience is available on which to base such a differentiation. However, when the new machinery of government has been in operation for some time, the patterns of workload and responsibility will become clear. A review of States members' pay in the future may conclude that it is appropriate to grade Departments for the purpose of remuneration in a similar manner to that in which States committees are presently graded.
32. On the other hand, it will be noted from the Board's recommendations that it has taken the view that, with the exception of the Scrutiny Committee, the workload and responsibility associated with Standing Committees will be less than for Departments. It is perceived that Committees will generally not have the same workload as Departments in administering and managing the day to day business of the States, and will accordingly meet less frequently in either committee or sub-committee. The Scrutiny Committee may develop a similar level of business to a Department and need to meet as often. However, the frequency of meetings is by no means the only criterion. The Board considers that the Scrutiny Committee will and should have a different status compared with other Committees and that its

Chairman and members should be on an equal footing with the Departments they are scrutinising.

33. As is suggested for Departments, the workloads and responsibility levels of Committees will become clearer in time and a change in the relative remuneration of their members may be appropriate.

Expense Allowance

34. The Advisory and Finance and States Procedures and Constitution Committees have indicated (Report on the Machinery of Government in Guernsey, Billet d'État VII, May 2002) that States Members should have improved support and facilities and that these should be provided in due course, either as part of the development of the new Royal Court building or sooner. The Board firmly endorses this and considers that in the meantime the present expense allowance should be increased, to be reviewed if and when such support and facilities become available.
35. The Board therefore **recommends that all States Members should receive an annual Expense Allowance of £2,500, free of tax.**
36. The Allowance is intended to cover the normal expenses of membership in the same way as the present Allowance, including:
- Postage
 - Telephone
 - Stationery
 - Travel within the home Island
 - Compensation for use of part of the home as an office
 - A limited amount of secretarial and research assistance.
37. The Board also believes that States Members will be able to function more easily and efficiently, particularly as regards communications, if full advantage is taken of modern information technology. Members should therefore have use of IT equipment of an adequate specification.
38. The Board is aware that some States committees already supply their members with laptop computers. The Advisory and Finance Committee, however, may feel that there would be advantages if equipment were issued centrally. Acquisition costs may reduce as a result of increased purchasing power and uniformity of equipment may improve the efficiency of communication amongst Members and between Members and the various Departments of the States. The Board **recommends that the Advisory and Finance Committee should develop and implement a policy intended to ensure that all States Members have the use of IT equipment of an adequate standard** for the reasons given above.
39. The Board further **recommends that if under such policy, some or all States Members provide and/or operate IT equipment from their own resources for the purposes of States business, those members should receive an additional**

expense allowance free of tax at a level or levels to be decided by the Advisory and Finance Committee but not exceeding £500 per year.

Attendance

40. The Board has recommended above that the existing Attendance Allowance be abolished for States Members. Its reasons for advocating a move away from attendance allowances are as follows:

- This has been the trend in many other jurisdictions of which the Board is aware, particularly among UK local authorities, on the grounds that the allowance encourages unnecessary meetings, the prolongation of meetings and the proliferation of sub-committees. This concern was expressed in a number of the representations received by the Board. Although the Board has been presented with no evidence that the allowance has actually affected the business of States committees in this way, it considers that it certainly has the potential to do so
- The Allowance is administratively burdensome, both for the States in processing claims and for Members in recording their attendance and preparing claims. The Allowance is also, partly for these reasons, not popular with many States Members.

41. However, the Board is firmly of the view that States Members should be accountable for the remuneration they receive from the States. It is therefore **recommended that Departments and Committees maintain a record of their States Members' attendance at, and absence from, meetings, including sub-committee meetings. In the case of absence, the reasons given by the Members concerned should also be recorded. The records should be made available to the House Committee to monitor and to take such action as it sees fit within its powers. The records should also be available for inspection by the public.**

42. The additional administrative work involved in keeping such records should be minimal since most of the information will already be available as part of the minuting of meetings.

Training

43. The Board believes that States Members, particularly newer Members, should have the opportunity to develop skills and abilities relevant to their roles as politicians and that such opportunities should be either provided or funded by the States. Several Members made this point in their submissions to the Board.

44. The Civil Service Board presently offers a training programme to members of States Committees, which comprises a range of 11 courses on such subjects as States

finances and effective speech delivery. Three of the courses deal with IT and one to one IT training sessions are also offered.

45. As far as the Board can judge, the Civil Service Board's programme appears to be both apt and adequate. On the understanding that this or a similar programme will continue to be offered to States Members by the appropriate States Department under the new machinery of government arrangements, the Board makes no recommendations concerning a training allowance. Were the programme to be discontinued at some time in the future, the Board would favour the introduction of a training allowance, payable up to a specified annual limit upon production of evidence of purchase of, or commitment to, appropriate and approved training.

Resettlement Grants

46. The Board is aware that several jurisdictions, notably the Westminster and Scottish Parliaments and the Welsh National Assembly, pay resettlement grants when members' seats are lost at a general election, re-election is not sought or constituencies disappear on reorganisation.
47. The Board has concluded that such grants are not appropriate in the local context at this stage, primarily because of the opportunity for Members to be gainfully occupied outside the States, and therefore makes no recommendation in this regard. However, this may be an issue that a future review body may wish to re-examine when the patterns of workload under the new machinery of government have become established and clear.

Pensions

48. A pension scheme is already available to States Members. The Board believes that a scheme should continue to be available and, in fact, that it will become increasingly important and necessary if the workload of Members continues to increase and membership of the States becomes the principal occupation of more Members.
49. However, the Board considers that the existing pension scheme will not be appropriate under the system of remuneration that it is proposing.
50. At present, only the Compensation Payment is pensionable and the pension entitlement of all members of the scheme is the same per year of service. This may be reasonable while the Compensation Payment and, indeed, the whole of the pay package is a relatively small part of total income for many Members. However, remuneration at the levels recommended will often be the main, and perhaps the only, source of income. In such circumstances, it would not be appropriate for only one element of pay, the Basic Allowance, to be pensionable. All of States Members' pay should be pensionable (except the Expense Allowance) with the result that pension benefits would vary according to both total remuneration and years of service. This would place States Members on a similar footing to members of other defined benefit pension schemes in both the public and private sectors.

51. The rules of the existing pension scheme do not cater for levels of pensionable pay and pension per year of service varying between members.
52. The existing scheme is also comparatively generous, having an accrual rate of a thirty-second of pensionable pay, thus effectively providing a pension of one thirty-second of final pensionable pay per year of service. A private or public sector scheme would typically have an accrual rate of a sixtieth or eightieth of pensionable pay (the pension and lump sum payable under the Public Servants Scheme are together broadly equivalent to a sixtieth of final salary per year of service). The benefits arising from the present scheme are appropriate as applied to the relatively small Compensation Payment, but this would not be the case if the same accrual rate were applied to the higher levels of remuneration that the Board is recommending.
53. The pattern of States Members' pay could cause problems in a conventional final salary scheme. This is because an individual Member's remuneration could vary considerably from term to term, depending upon the Department and Committee seats and positions held. Furthermore, it is quite possible that pay in a Members' final term will not be at the highest level of his or her political career. For example, a Member who had been Chief Minister might not, through choice or otherwise, retain the post in his or her final term. The present scheme would take no account of such circumstances.
54. The Board therefore considers that a new scheme should be implemented to coincide with the introduction of the new machinery of government. However, the devising of pension schemes is very much a task for experts and the Board therefore **recommends that the Advisory and Finance Committee, with the advice of appropriately qualified consultants, prepares rules for a new States Members pension scheme for approval by the States.** Although the production of the rules may take some time, the Board understands from the States actuaries, Bacon & Woodrow, that it would not be a problem to implement a new scheme retrospectively provided the broad principles of the scheme are agreed by the proposed start date.
55. There are certain principles and features that the Board considers should be incorporated into a new scheme. However, pension schemes are technically complex. It is not possible to investigate all the ramifications or, most importantly, estimate with any accuracy the cost, of such a scheme without a considerable amount of expert assistance, a task that the Board does not believe lies within its remit. In the circumstances, the Board considers that it would be inadvisable to be too prescriptive in this respect and therefore **recommends that the Advisory and Finance Committee, in preparing the rules for a new scheme, takes note of such principles and features.**
56. The principles and features to which the Board refers are as follows:
- The scheme should be a defined benefits scheme rather than a defined contributions scheme. The former, of which the Public Servants Pension Scheme is an example, protects its members against the vagaries of

investment markets and the Board believes that States Members should enjoy similar protection.

- The scheme should not be based on a States Member's final remuneration since this may be far from a career high or even a career average. The States actuaries have advised the Board on Career Average Revalued Earnings ("CARE") Schemes, which type of scheme the Board favours. Under a CARE approach, the eventual pension benefit is made up of a sum of elements accrued in respect of each year of service. Each year's element is determined as the accrual rate multiplied by the pensionable pay for that year and then revalued on set terms for the period from that year until retirement. Earnings that may vary both up and down from year to year are thus taken into account in arriving at the overall pension entitlement.
- The normal revaluation factor, which the Board favours, would be the Guernsey Index of Retail Prices, with an appropriate cap at the higher end and a cap of nil at the lower end.
- The accrual rate for the scheme should be a sixtieth, as broadly equivalent to the Public Servants Scheme (including the lump sum entitlement). That is, the pension entitlement would be one sixtieth of revalued pensionable pay in each year of service. Commutation of part of the pension to a lump sum should be permitted.
- Consideration should be given to the inclusion of a death in service benefit.
- Taking pension before reaching the pensionable age should be permitted, subject to appropriate conditions and on a basis involving no extra cost to the scheme.
- The current member's contribution rate of 6% should be retained, as a minimum.
- The ability for Members to opt out of the scheme should be retained.
- In other respects the rules of the new scheme should follow those of the existing scheme as closely as practically possible.

57. By way of example of the minimum benefits that would arise from the proposed scheme, a member in receipt of only the proposed Basic Allowance could expect a pension of one sixtieth of that amount per year of service under the scheme, that is, £6.40 per week per year of service. However, the Member's contribution would be higher, being based on (a minimum of) 6% of the Basic Allowance of £20,000 per year, compared with the present contribution of 6% of the Compensation Payment of £9,987.

58. It is **recommended that the existing scheme remains applicable for service up to the date when the new scheme becomes effective.** This will ensure that no

additional liability is created for the States in respect of past service. For the avoidance of doubt, it should be made clear that former States Members currently in receipt of a pension would not be affected by the introduction of a new scheme as proposed by the Board. Similarly, Members with service, or who will have service, prior to the introduction of a new scheme would continue to accrue pension benefits in respect of such service according to the existing rules and practice.

59. As mentioned above, the cost of the new scheme to the States cannot be determined at this stage. However, the contributions payable by the States are likely to be more in monetary terms and less in percentage terms than under the present scheme. The percentage contribution is likely to be higher than for the Public Servants Scheme because of the likely age profile of States Members. The annual lump sum of £35,000 presently paid by the States under the existing arrangements will need to continue for a few years, as recommended by the actuaries, in order to clear the current deficit of the Fund.

Non-States Members

60. The current rules for payments to non-States Members are interpreted to the effect that all non-States Members sitting on States committees or their sub-committees are eligible to claim an attendance allowance. The Board sees no reason to recommend a reduction in the scope of the arrangements for the pay of non-States Members under the new machinery of government and its recommendations therefore cover all non-States Members sitting on Departments, Standing and Special Committees and Non-Governmental Bodies and their sub-committees.
61. The Board's initial thoughts on the payment of non-States Members favoured an annual honorarium. Although, on the face of it, this would have had the advantages of administrative simplicity and consistency with the recommended method of paying States Members, complications arise when sub-committees are taken into account. Sub-committees may be formed or disbanded at any time according to the needs of the parent Department or Committee. Their non-States Members may be appointed or discharged on a similar basis according to the sub-committee's requirements for differing skills and experience. The Scrutiny Committee, for example, will have the power to co-opt persons for the purpose of particular enquiries.
62. It is therefore considered that an annual honorarium is not appropriate and consequently the Board **recommends that non-States Members continue to be remunerated by means of an attendance allowance.**
63. The level of the Allowance requires some adjustment in the light of the increases recommended for States Members' pay. However, many of the reasons for increasing the latter are not applicable to non-States Members, while the principle of an element of voluntary public service is. Furthermore, very few of the representations received by the Board referred specifically to the non-States Members' Attendance Allowance and of those that did, the majority considered the present level adequate. The Board therefore feels that a modest increase only is called for and **recommends that the Attendance Allowance for non-States**

Members should be a maximum of £45 per half day, payable under the same conditions as the current Allowance.

64. The Board was mindful of the need to encourage those with appropriate skills, capabilities and experience to make, or continue to make, themselves available to serve the community as non-States Members of States Departments, Committees and Non-Governmental Bodies. In this respect, the Allowance that the Board is recommending will differ little from the current Allowance in its incentive or disincentive effect. The Board considers that this aspect of non-States Members' pay should be closely monitored and, if necessary, a further review undertaken in due course.
65. The attendance of non-States Members at meetings of the bodies on which they serve should be monitored so that they are accountable for the remuneration they receive from the States. However, the Board is not recommending that this be done in the same way as proposed for States Members (paragraph 41). Indeed, given that they are neither elected by the people of the Island, will not have a vote on the States bodies on which they might serve, and would automatically forgo the Allowance in the event of non-attendance at meetings, many prospective non-States Members may well find such public scrutiny distasteful and be discouraged from making themselves available for appointment. The Board considers that the monitoring of non-States Members' attendance at meetings is most appropriately carried out by the Department, Committee or Non-Governmental Body responsible for their appointment. It makes no formal recommendation in this respect since it would expect such monitoring to be undertaken routinely as a matter of best practice.

Alderney Representatives

66. The above recommendations make no distinction between Guernsey Deputies and the Alderney representatives as regards remuneration.
67. The Board's initial perceptions on this issue were that, compared to locally elected States Members, the Alderney representatives did not have the same level of duties, such as constituency work, in Guernsey outside of the States and Departmental or Committee membership. Therefore, an appropriate system of remuneration might be one that rewarded Department and Committee Membership and positions of special responsibility in the same way as is recommended for locally elected Members, but paid only an attendance allowance for attendance at States meetings. Such a system would not be dissimilar in principle from the present arrangements for remunerating the Alderney representatives.
68. However, the Board has received advice from HM Procureur on this matter and has, in particular, noted the following:
 - Under the States of Guernsey (Representation of Alderney) Law, 1978, which governs the appointment of the representatives, they are full members of the States of Deliberation and no distinction is made between their duties and responsibilities and those of locally elected Members

- It is clear from the above Law that the Alderney representatives represent the people of Alderney rather than the States of Alderney. They are therefore responsible to a constituency, the electorate of Alderney, in the same way as Guernsey Deputies are to their constituencies
 - Whereas at one time, the Alderney representatives may by convention have confined their attention in the States of Deliberation to matters concerning the services provided by Guernsey to Alderney (the “transferred services”), this is no longer the case. Alderney residents pay Guernsey taxes and the representatives have been encouraged to take a full part in debates on any subject and are eligible to sit on Guernsey States Committees. Under the new arrangements for the machinery of government, there will be no bar to their sitting on, and holding positions of special responsibility on, States Departments, Committees and Non-Governmental Bodies, including the Policy Council
 - The Alderney representatives are elected to sit in the States by the States of Alderney, whose members are themselves democratically elected by the people of Alderney.
69. The Board is aware that any fundamental move away from the present arrangements for the remuneration of the Alderney representatives could be seen as controversial. It may also become relevant if the States of Guernsey and the States of Alderney reconsider in the future the way in which the Alderney representatives should be elected, a matter that is not within the Board’s terms of reference. Nevertheless, having taken account of the factors set out in the previous paragraph and having given the matter much thought, the Board believes that there are insufficient grounds to justify discrimination between the Alderney representatives and other Members of the States in respect of pay.
70. Under the Representation of Alderney Law, alternative representatives are appointed to sit in the States of Deliberation if the representatives are unable to do so or if the matter for debate calls for particular knowledge or experience. However, the Law makes it clear that this is a temporary measure and that an alternative representative may only sit in the States of Deliberation with prior approval. The Board therefore considers that the alternative representatives should not be remunerated in the same way or to the same extent as the representatives. **It recommends that alternative Alderney representatives receive an allowance for attendance at meetings of the States of Deliberation, payable under the same conditions as the current Attendance Allowance for the Alderney representatives and at the same rate as recommended above for non-States Members.**

Comparisons

71. In accordance with its terms of reference, the Board has undertaken research into the payment systems and levels for elected members in other jurisdictions. It has also collected a significant amount of other statistics. The volume of information is too

large for inclusion in the report (and would not, in any event, be particularly helpful). In appendix 4 to the report, the Board therefore presents a digest of what it considers to be the most relevant data. It should be noted that the response from other jurisdictions to the Board's (repeated) requests for information was generally poor, although this was not the case for the other Crown Dependencies, which many would consider to be the most relevant to the Guernsey situation.

72. The Board is of the view that to draw firm conclusions from a study of other jurisdictions and from pay in other occupations and circumstances is problematic. It is reasonably clear that elected members' pay is generally higher in wealthier jurisdictions and where the number of constituents per member is large. Most jurisdictions give additional allowances to those in positions of special responsibility and expense allowances tend to be higher in larger countries (where the member must often stay away from home) and, again, where each member serves a large number of constituents.
73. However, each jurisdiction is unique and Guernsey is no exception. For the Board to justify its recommendations in such circumstances by direct reference to factors in other jurisdictions would be misleading unless based on a detailed comparison of systems of government, national cultures, workload of members, levels of responsibility and so forth. Even if the relevant information were readily available, this would take a number of staff many months to complete and is something that the Board believes to be beyond its remit.
74. Similarly, valid comparisons with average earnings figures locally and in the UK are also difficult to make, given that the working hours required of States Members will vary significantly.
75. In summary, the Board's recommendations take into account the unique circumstances in Guernsey and it considers that comparisons with the situation in other jurisdictions and with pay elsewhere can therefore be little more than tests of reasonableness.
76. For such purposes, the Board draws attention to the following information, shown in more detail in appendix 4, which might be regarded as the most relevant:
 - Payments to Jersey States Members. At their maximum, these are higher than the levels generally recommended by the Board but are means tested. The States of Jersey have agreed to establish an independent body to review States Members' remuneration
 - Payments to members of the Isle of Man Government at levels not dissimilar to those recommended by the Board
 - Local average full time earnings of £27,037 per year
 - Average earnings for full time non-manual males in the South East of England of £33,082 per year.

Arrangements for future changes in remuneration

77. The States of Guernsey has agreed that substantial revisions to the machinery of government in the Island will be implemented in the near future and, indeed, this review of States Members' and non-States Members' pay is part of the process. The consequences of the changes in terms of the levels of responsibility and workload of Members are not yet apparent and will not be so for some time. As a consequence, the Board has been constrained in formulating its proposals and, to an extent, has had to rely on informed estimates, expectations and projections. The Board therefore **recommends that the remuneration of States Members and non-States Members of States Departments, Committees and Non-Governmental Bodies be again subject to independent review when the patterns of workload and responsibility resulting from the present changes to the machinery of government have become clear. Such a review should, in any event, take place before the election of 2008.**
78. The Board further **recommends that independent reviews of pay be undertaken in the year before the election of 2012 and in each year before subsequent elections, with any resulting changes becoming effective at the start of the new session.** This will give the States the opportunity to approve any necessary changes in such a way that those considering standing for election to the States will be able to make their decision with a degree of certainty as to their financial circumstances.
79. In the past, many States Members have viewed with distaste the prospect of being seen to debate their own remuneration at any length in the House. Pay has therefore been increased annually between reviews in accordance with an established and approved formula. The formula currently in use, as recommended by the Independent Review Panel in 1995, is that "changes should be in line with the average general change applicable to senior officer grades [in the Civil Service] excluding the effect of any major review or reorganisation".
80. The Board considers that the use of a formula to determine pay in the years between reviews remains appropriate. However, it does not consider that the link to Civil Service pay is necessarily appropriate because the factors affecting general increases therein may not be applicable to elected Members. Also, the "average general change" may be open to interpretation when, as may be the case in the short and medium term future, the Civil Service is going through a period of significant change. The Board accordingly **recommends that the pay of States Members and non-States Members of States Departments, Committees and Non-Governmental Bodies be adjusted annually in line with changes in the Guernsey Index of Retail Prices in the period between reviews.** The use of the RPI will reduce uncertainty and scope for debate. Should it give rise to inappropriate changes under any relevant criteria, these will not accumulate significantly in the four-year period between reviews, when pay levels can be adjusted. Furthermore, use of the RPI will not compromise the perception of integrity of the Public Sector Remuneration Committee. If the link between Members' pay and Civil Service pay were retained, the States Members on the Committee would effectively be determining their own remuneration when

negotiating with Civil Service employee groups and could therefore be seen as less than objective.

Estimate of cost

81. The Board's primary concern in making its recommendations is that States Members and non-States Members of States Departments, Committees and Non-Governmental Bodies receive a proper recompense for the work they undertake and the responsibilities they bear. Nevertheless, the Board is not unmindful of the overall cost of its proposals and the need for public acceptance of both such cost and the recommended levels of remuneration.

82. The Board has therefore estimated the total cost of remuneration payable under its proposals, which may be compared to the cost of States Members' pay (including payments to non-States Members of States committees and pension costs) in 2002 of £1,021,163.

83. The estimate of £1,740,700 is made up as follows:

Basic Allowance	940,000
Departmental and Committee Membership Allowances	172,500
Special Responsibility Allowances including Chief and Deputy Chief Ministers' Allowances	175,000
Expense Allowance	141,000
States pension contribution	228,100
Pensions paid re pre-1990 service	37,800
Non-States Members Attendance Allowance	42,300
Sundry expenses not covered by Expenses Allowance	<u>4,000</u>
	<u>£1,740,700</u>

84. In arriving at the estimate, it has been necessary to make certain assumptions concerning future circumstances. These have been made for the most part on a prudent basis and are primarily as follows:

- All Members will claim all the allowances available to them
- Memberships of Departments and Committees and positions of special responsibility within them will be distributed among States Members such that no individual Member's allowances are capped
- Provision has been made for Membership and Special Responsibility Allowances in respect of one more Committee than has been approved by the States at the time of writing. This provides for the possible creation by the States of a Public Accounts Committee or Special Committee
- All members will qualify for an additional expense allowance of £500 for IT costs

- The States pension contribution will be 15% of pensionable pay
- Attendances at meetings by non-States Members will be at a similar level to 2002.

Summary of Recommendations

85. In summary, the Board recommends that for States Members, including the Alderney Representatives:

- The present Compensation Payment, Attendance Allowance and Presidential Allowances be replaced by a Basic Allowance of £20,000 per year available to all Members, together with a range of other additional allowances to remunerate Department and Committee membership and positions of special responsibility. These range from £1,250 per year for membership of a Standing Committee to £35,000 per year for the Chief Minister
- Where multiple Department and Committee seats, or positions of special responsibility, are held, the amounts of allowances payable to individual members should be capped
- An Expense Allowance of £2,500 per year be payable.

86. It is proposed Non-States Members of Departments, Committees and Non-Governmental Bodies and alternative Alderney representatives should receive an Attendance Allowance of £45 per half day.

87. All of the above are included in draft rules for payments, contained in appendix 5 to the report. Other minor matters of procedure shown in the rules and not otherwise mentioned in the report follow the existing procedures as far as possible.

88. The Board further recommends as follows:

- That the Advisory and Finance Committee should develop and implement a policy intended to ensure that all States Members have the use of IT equipment of an adequate standard and that if under such policy, some or all States Members provide and/or operate IT equipment from their own resources for the purposes of States business, those members should receive an additional expense allowance free of tax to be decided by the Advisory and Finance Committee but not exceeding £500 per year
- That Departments and Committees maintain a record of their States Members' attendance at, and absence from, meetings, including sub-committee meetings. In the case of absence, the reasons given by the Members concerned should also be recorded. The records should be made available to the House Committee to monitor and to take such action as it

sees fit within its powers. The record should also be available for inspection by the public

- That the existing pension scheme remains in place for service up to the implementation of the new machinery of government but that a new scheme be introduced for service thereafter. The Advisory and Finance Committee should prepare the rules of such replacement scheme for approval by the States with the aid of appropriately qualified consultants, having noted the principles and features favoured by the Board
- That the remuneration of States Members and non-States Members of States Departments, Committees and Non-Governmental Bodies be again subject to independent review when the patterns of workload and responsibility resulting from the present changes to the machinery of government have become clear. Such a review should, in any event, take place before the election of 2008
- That independent reviews of pay be undertaken in the year before the election of 2012 and in each year before subsequent elections, with any resulting changes becoming effective at the start of the new session
- That the pay of States Members and non-States Members of States Departments, Committees and Non-Governmental bodies be adjusted annually in line with changes in the Guernsey Index of Retail Prices in the period between reviews.

Conclusion

89. The Board believes that its recommendations are consistent with the principles set out in paragraph 13. In particular, although the concept of voluntary public service is still reflected, no one should be prevented from standing for election for financial reasons. Overall, the levels of remuneration do not perhaps compete, and nor should they, with those available in some other sectors of the economy. However, they are generally sufficient to support a reasonable standard of living, even at the lower levels given that there is the opportunity for additional income from other sources. Indeed, although membership of the States and its committees is becoming the main occupation of many, the Board considers that only in the case of certain positions, such as Chief Minister, might the input required of the incumbent preclude outside employment, albeit part time.
90. At the higher levels, additional workload and responsibility are rewarded in a way that should encourage those whose abilities have been demonstrated in other spheres to enter the States if they are prepared to make the necessary commitment.
91. However, in so far as one aim of the system of remuneration is to enable a wider range of candidates to stand for election to the States, the Board is conscious that there are other factors apart from pay in the decision to stand, or not to stand. Such other factors are not within the Board's remit. Nevertheless, it would suggest that

the Advisory and Finance Committee might give consideration to initiating a review of these issues.

92. Finally, the Board would like to express its gratitude to all those who have contributed to its review, including those States Members and others that took the time and trouble to make submissions to the Board, the Law Officers of the Crown, the States actuaries and members of the Civil Service who provided information and advice on a range of matters. In addition, the Board wishes to express its particular thanks to David Trestain, who has acted in the capacity of Secretary to the Board and who has made a significant contribution to bringing this report to fruition.

David J Warr
Chairman

D J Cherry

J S Guilbert

Date: October 2003

APPENDIX 1

**STATES MEMBERS PAY REVIEW BOARD
REPORT TO THE ADVISORY AND FINANCE COMMITTEE**

Board's Terms of Reference¹

The terms of reference for the States Members' Pay Review Board are as follows:

- To examine the existing system of payments to States Members, non-States Members of committees and former States Members.
- To examine systems of payments to elected Members and other relevant issues in appropriate jurisdictions.
- To consult with States Members, non-States Members of Committees and other persons and organisations on the existing arrangements and any perceived deficiencies.
- To consider the main principles under which payments should, in future, be made taking into account matters such as the nature of the roles of all Members and those elected to positions of special responsibility.
- To make recommendations on the future arrangements for payments to States Members, those Members of Departments who are not States Members and former States Members, including how future increases to the payments should be established (for example, by introducing a formula).
- To submit a report to the Advisory and Finance Committee setting out the Board's findings, conclusions and recommendations.

¹ Billet d'État I 2003, 29 January 2003, Resolution VII

**STATES MEMBERS PAY REVIEW BOARD
REPORT TO THE ADVISORY AND FINANCE COMMITTEE**

**RULES FOR PAYMENTS TO
STATES MEMBERS,
FORMER STATES MEMBERS AND
NON-STATES MEMBERS OF
STATES COMMITTEES**

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**RULES FOR PAYMENTS
TO STATES MEMBERS,
FORMER STATES MEMBERS
AND NON-STATES MEMBERS
OF STATES COMMITTEES**

In accordance with Resolutions of the States
of the
28th February, 1996 and 28th November, 2001

(Rates amended in accordance with the 2003 Civil Service salary review)

SECTION I

RULES FOR PAYMENTS TO STATES MEMBERS

Definition Of States Members

1. For the purpose of this Scheme a States Member means any Conseiller, any Deputy (excluding representatives of the States of Alderney) and any Douzaine Representative in the States of Deliberation.

Allowances

2. Subject to the conditions set out in paragraph 3 below the following payments are available to States members:

- (i) Compensation Payment of £9,987 per annum;
- (ii) Attendance Allowance, maximum £29.96 per half day;
- (iii) Expense Allowance of £1,998;
- (iv) Presidential Allowance as follows:

Committee Group	Annual Allowance
A+	£4,994
A	£2,996
B	£1,998
C	£ 998
D	Nil

The maximum Presidential Allowance available to any individual States member is £4,994. The Committee Groups are specified in Section V of these rules.

Conditions

- 3 (a) The Allowances specified in sub-paragraphs (i), (iii) and (iv) of paragraph 2 above shall be payable by monthly instalments in arrears.
- (b) The Allowances specified in sub-paragraphs (i), (iii) and (iv) of paragraph 2 above shall be payable following application in writing to the President of the States Advisory and Finance Committee in the year of election and thereafter during January in the year of each General Election. Claims submitted after the 31st January will be back-dated only to the first day of the month in which application is made, or in the case of new members from the date of election within that month or the preceding month. No retrospective payments shall otherwise be made.
- (c) Allowances shall terminate on the last day of the month in which a member ceases to hold a seat in the States of Deliberation.
- (d) The expense allowance paid under sub-paragraph 2 (iii) above in any calendar year shall be free of tax.
- (e) Rescinded 28.11.2001
- (f) (1) The allowance specified in sub-paragraph (ii) of paragraph 2 above shall be claimable in respect of attendance at any of the following:
 - (A) a meeting of the States of Deliberation;
 - (B) a meeting of the States of Election;
 - (C) a properly convened meeting of a States Committee;

SECTION II

RULES FOR PAYMENTS TO THE REPRESENTATIVES
OF THE STATES OF ALDERNEY

1. Any Representative of the States of Alderney shall be entitled upon application to the President of the States Advisory and Finance Committee to be awarded in respect of his attendance at any meeting of:
 - (i) a meeting of the States of Deliberation;
 - (ii) a properly convened meeting of a States Committee;
 - (iii) a properly convened meeting of a properly constituted Sub-Committee of a States Committee;
 - (iv) a conference or other meeting attended as the duly authorised representative of a States Committee or Sub-Committee thereof
 an attendance allowance not exceeding £39.94 per half-day or part thereof, which sum shall be subject to tax.

Provided that:

- (a) not more than one allowance shall be awarded in respect of meetings attended in any one half day;
 - (b) where there is no adjournment of a meeting for the purpose of taking a mid-day meal an allowance shall be payable in respect of one half-day only.
2. An application for an allowance payable under the provisions of paragraph (1) above shall not be granted unless the application is received by the President of the States Advisory and Finance Committee not later than

(D) a properly convened meeting of a properly constituted Sub-Committee of a States Committee;

(E) a conference attended as the duly authorised representative of a States Committee or Sub-Committee thereof but not including attendance at the office or other place of business of such Committee or Sub-Committee otherwise than for the purpose of attending a properly convened meeting as defined in sub-paragraph (C) or sub-paragraph (D) above.

(2) Not more than one allowance shall be awarded in respect of meetings attended in any one half day.

(3) Where there is no adjournment of a meeting for the purposes of taking a midday meal an allowance shall be payable in respect of one half day only.

(4) That such allowance shall not be granted unless the application is received by the President of the States Advisory and Finance Committee not later than the last day of the month next following the period of three months ending on the last day of March, the last day of June, the last day of September and the last day of December respectively of any year and is in respect of meetings attended during those respective periods, provided that applications may be made in respect of any month in such a period before the expiration of that period.

the last day of the month next following the period of three months ending in the last day of March, the last day of June, the last day of September and the last day of December respectively of any year and is in respect of meetings attended during those respective periods, provided that applications may be made in respect of any month in such a period before the expiration of that period.

SECTION III
RULES FOR PAYMENTS TO MEMBERS OF STATES COMMITTEES WHO ARE NOT MEMBERS OF THE STATES

1. Any member of a States Committee who is not a member of the States shall be entitled upon application to the President of the States Advisory and Finance Committee to be awarded in respect of his attendance at any meeting of:
 - (i) a properly convened meeting of a States Committee;
 - (ii) a properly convened meeting of a properly constituted Sub-Committee of a States Committee;
 - (iii) a conference or other meeting attended as the duly authorised representative of a States Committee or Sub-Committee thereof
 an attendance allowance not exceeding £39.94 per half-day or part thereof, which sum shall be subject to tax.

Provided that:

- (a) not more than one allowance shall be awarded in respect of meetings attended in any one half day;
 - (b) where there is no adjournment of a meeting for the purpose of taking a mid-day meal an allowance shall be payable in respect of one half-day only.
2. An application for an allowance payable under the provisions of paragraph (1) above shall not be granted unless the application is received by the President of the States Advisory and Finance Committee not later than

the last day of the month next following the period of three months ending in the last day of March, the last day of June, the last day of September and the last day of December respectively of any year and is in respect of meetings attended during those respective periods, provided that applications may be made in respect of any month in such a period before the expiration of that period.

SECTION IV

RULES FOR PAYMENT OF PENSIONS TO FORMER STATES MEMBERS, THEIR SURVIVING SPOUSES AND DEPENDANT CHILDREN

Definition Of Former States Members

- 1. For the purpose of this Scheme a Former States Member means any Conseiller, any Deputy (excluding representatives of the States of Alderney) and any Douzaine Representative in the States of Deliberation, who:
 - (i) no longer has a seat in the States of Deliberation, and
 - (ii) has in the aggregate held a seat in the States of Deliberation for a period of four years or more, and
 - (iii)
 - (a) has attained the age of 65 years, or
 - (b) has died before attaining the age of 65 years.

Pension

- 2. Subject to the conditions set out in rule 5:
 - (A) **Former Members who ceased to hold office on or before 31st December, 1989**
 - (a) Former Members of the States who ceased to be Members of the States on or before the 31st December, 1989, shall be entitled to claim a pension of up to £3.01 per week for each year of service in the States of Deliberation;
 - (b) where sub-paragraph 1 (iii) (a) applies, the surviving spouse of a former States member shall be entitled to claim a pension equal to fifty per centum of the sum which would have

been payable to the former States member, subject to such pension ceasing in the event of a subsequent re-marriage;

- (c) where sub-paragraph 1 (iii) (b) applies, the surviving spouse shall be entitled to claim a pension amounting to £1.51 per week for each year of service of the former member of the States of Deliberation, subject to such pension ceasing in the event of a subsequent remarriage;
- (d) where there is no surviving spouse but their is a dependant child the pension referred to in sub-paragraphs (b) and (c) of this rule shall be payable to such person as the Committee may determine on behalf of that dependent child (and, if more than one, in equal shares).

(B) Other Members

- (a) Members of the States who become Former Members of the States on or after the 1st January, 1990, shall be entitled
 - (i) in respect of service up to and including the 31st December, 1989, to a pension of £3.01 per week for each year of service in the States of Deliberation and
 - (ii) in respect of service from 1st January, 1990, unless they opt out in accordance with the rules of the Scheme, to a pension of £6.02 per week for each year of service in the States of Deliberation;
- (b) where sub-paragraph 1(iii)(a) applies, the surviving spouse of a former States member shall be entitled to a pension equal to fifty per centum of the sum which would have been payable to the former States member, subject to such pension ceasing in the event of a subsequent re-marriage;

- (c) where sub-paragraph 1 (iii)(b) applies, the surviving spouse shall be entitled to a pension amounting to £1.51 per week for each year of service of the former member of the States of Deliberation prior to the 31st December, 1989, and £3.01 per week for each year of service of the former member of the States of Deliberation after the 1st January, 1990, subject to such pension ceasing in the event of a subsequent re-marriage;
- (d) where there is no surviving spouse but there is a dependant child the pension referred to in sub-paragraphs (b) and (c) of this rule shall be payable to such person as the Committee may determine on behalf of that dependent child (and, if more than one, in equal shares).

Pension Fund

- 2. There shall be created a fund entitled the "States Members Pension Fund".
 - (a) There shall be paid into the Fund -
 - (i) contributions from the States Members;
 - (ii) contributions from the States of Guernsey, of such amounts as the Committee may from time to time resolve.
 - (b) There shall be paid out of the Fund -
 - (i) pensions in accordance with these Rules;
 - (ii) refunds of contributions in accordance with these Rules;
 - (iii) investment and professional fees and other expenses of investment.

- (c) The Fund shall be invested by the Committee in a similar manner as the assets of the fund authorised under the States of Guernsey (Public Servants) (Pensions and other Benefits) Rules, 1972 as amended.
- (d) The Committee shall appoint an actuary and arrange for actuarial reviews to be effected from time to time.

Contributions And Repayments

- 4 (a) Any Compensation Payment made to a Member of the States on or after the 1st January, 1990, shall, unless the Member opts out in accordance with the rules of the Scheme, be subject to a deduction equal to 6 per centum of the amount claimed which sum shall be paid into the Fund.
- (b) Any Member who has contributed to the Fund but who does not qualify for a Pension in accordance with these rules or who opts out in accordance with the rules of the Scheme shall be entitled to repayment of the aforementioned contributions together with compound interest thereon at the rate of 3 per centum per annum with yearly rests at the 31 December in each year.
- (c) Any Member whose contributions have been repaid in accordance with paragraph 4(b) above who subsequently qualifies for a pension shall be entitled to rejoin the Scheme upon payment into the Fund of such sum as shall be determined by the Scheme's Actuary to be necessary to make good the contributions previously returned to him.

Conditions

- 5 (a) Pensions to Former Members of the States who ceased to be Members of the States on or before the 31st December, 1989, shall be payable following application in writing to the President of the Committee prior to the 1st April, 1990. Claims submitted after that date will be back-dated only in the first day of the month in which the application is made. No retrospective payments shall otherwise be made.
- (b) Pensions to Members of the States who become Former Members of the States on or after the 1st January, 1990, shall be paid without application.
- (c) The pension specified in paragraph 2 above shall be payable by monthly instalments in arrears.
- (d) Any amount specified in rule 2 may be varied by resolution of the Committee in accordance with rule 6.
- (e) A Member of the States may opt out of this Scheme by notifying the Committee in writing accordingly, and if he does so then:
- (i) No pension shall be payable under rule 2(B) in respect of his service from 1st January 1990; and
 - (ii) rule 4(a) shall cease to apply in his case; and
 - (iii) he shall be entitled to repayment of his contributions together with compound interest at 3 per centum per annum with yearly rests at each 31st December; and

- (iv) it is declared for the avoidance of doubt that he may not thereafter seek to gain entitlement to such a pension by paying contributions.

General Interpretation

6 In these rules:

- (a) the masculine includes the feminine, the singular includes the plural, and vice versa;
- (b) a child is "dependant" if -
 - (i) he is under eighteen or is in full time education; and
 - (ii) he was, in the opinion of the Committee, wholly or mainly dependent on the former States Member concerned at the date of the latter's death;
- (c) "the Committee" means the States of Guernsey Advisory and Finance Committee";
- (d) "Compensation Payment" means a payment available to States Members under rule 1.2(i) of the rules for payments to States Members;
- (e) "the Fund" means the States Members pension fund created pursuant to rule 3 of these rules.

SECTION V
GRADING OF STATES COMMITTEES
GROUP A+

Advisory and Finance Committee

GROUP A

Board of Administration
Civil Service Board
Education Council
Guernsey Social Security Authority
Committee for Home Affairs
Board of Health
Housing Authority
Board of Industry
Island Development Committee

GROUP B

Agriculture and Countryside Board
Children Board
Heritage Committee
Committee for Horticulture
Income Tax Authority
Public Thoroughfares Committee
Recreation Committee
Tourist Board
Traffic Committee
Transport Board
Water Board

GROUP C

Arts Committee
Broadcasting Committee
Cadastre Committee
Civil Defence Committee
Gambling Control Committee
Island Reception Committee

SECTION VI**GENERAL RULES**

1. In each year after the Civil Service senior officer salary scales have been reviewed, the States Advisory and Finance Committee shall review the amounts payable under sections I, II, III and IV hereof and the amounts of the income limits specified under section I hereof, having regard to the average general change in senior officer salaries since those amounts were last determined (excluding the effect of any major review or reorganization), and shall amend the said amounts accordingly. Such amendments shall be published in an appendix to a Billet d'État and shall take effect from the 1st May in the year of review. Save as is provided in the Rules of Procedure in relation to Assemblies of the States, no deliberation shall be held on the published amendments.

2. The States Advisory and Finance Committee may from time to time make such amendments as it shall deem advisable in respect of the grading of States Committees specified in the Schedule to these rules. Such amendments shall be published in an appendix to a Billet d'État.

COMMENCEMENT

These rules shall take effect on the 1st March, 1996.

The revised rates of payments and allowances shall take effect on 1st May, 2003.

Legislation Committee
Liberation Celebrations Committee
Overseas Aid Committee
Probation Service Committee
Public Assistance Authority
Sea Fisheries Committee
States Procedures and Constitution Committee

GROUP D

Ecclesiastical Committee
Elizabeth College Board of Directors
Emergency Council
Ladies' College Board of Governors
Liberation Religious Service Committee
Lifeboat Committee
Priaux Library Council
The 10 Parochial Outdoor Assistance Boards
All ad hoc Investigation Committees

APPENDIX 3

**STATES MEMBERS PAY REVIEW BOARD
REPORT TO THE ADVISORY AND FINANCE COMMITTEE**

Summary of Submissions Received by the Board**States Members**

22 States Members made representations to the Board, of which 12 were made in person.

Level of States Members' pay: 17 Members were in favour of substantial or fairly substantial increases. 15 specified sums ranging from £15,000 to £100,000, with about half being in the £30,000 to £40,000 band. 4 Members were of the view that only small or modest increases were necessary.

14 Members favoured additional allowances for those holding positions of special responsibility. One Member was opposed to such allowances on the grounds that they were divisive and another on the grounds that the extra work that went with increased responsibility should be rewarded by the attendance allowance.

Attendance: 11 Members were opposed to the Attendance Allowance and 6 were in favour of or did not oppose it. Of those expressing a view on the monitoring of attendance in the absence of an allowance, only one believed that it was unnecessary.

Expenses: 14 Members expressed a view on expenses, of which only two considered that the present arrangement was broadly satisfactory. Others believed that an increase was necessary and/or that facilities such as IT equipment or administrative support should be provided. Three Members mentioned specific sums - £10,000, £18,000 and £24,000.

Basis for periodic increases: Of the three Members that commented, two favoured a continued link with Civil Service pay increases and one a link with the RPI. Two suggested an independent review every four years.

Means testing: Of the five Members that commented, four were opposed to means testing of any part of States Members remuneration and one considered it a possibility for the Compensation Payment only.

Pensions: Of the six Members that commented, one was content with the present arrangements, one believed the issue needed reviewing and two were of the opinion that pension benefits should be increased.

Non-States members: Ten Members expressed opinions on the remuneration of Non-States Members of States committees. Five were in favour of annual honoraria of amounts (where specified) ranging from £2,000 plus £25 per hour to £12,000. Four Members preferred an attendance allowance.

Overall cost of pay: Of the five members that commented, three believed that cost was a secondary issue and that the States should pay whatever was necessary. One Member presented proposals costed at £4m per year and one stated that the overall cost must be affordable and a fair burden on the taxpayer.

Public service ethic: 15 Members commented on the voluntary public service aspect of membership of the States. 11 Members believed that the concept was still valid or partly valid, one believed that it was a personal issue and three considered that it was to a large extent outdated. One Member considered that it worked against the interests of the States by making the assembly less representative.

Other comments: in addition to the above, the following issues were stressed by many of the Members making representations:

- The workload of States Members was high and was increasing and that this trend would be accentuated under the new machinery of government. It was felt that membership of the States was becoming a full time occupation, particularly for those with additional responsibilities such as committee presidencies
- The present States was unrepresentative of the population of the Island and there was therefore a pressing need to ensure that nobody was prevented from standing for election to the States for financial reasons.

Alderney Representatives and Non-States Members of States committees

Seven submissions were received by the Board.

Level of States Members' pay: Four submissions contained comments on States Members' pay, of which one favoured the status quo and two believed that pay should be linked to levels of workload and responsibility.

Attendance allowance for Non-States Members: Of the three submissions that commented, two felt that the present allowance was adequate and one that time spent in preparing for meetings should also be remunerated.

Overall cost of pay: One submission commented on this aspect, stating that any great increase would be irreversible and would be a regretted additional burden on the public purse.

Public service ethic: Two submissions raised this issue, both to effect that the primary motivation of a politician should be a wish to serve the community.

Other comments: One submission commented that the system of remuneration should not be such as to make politics a career.

The public and organisations

13 submissions were received by the Board.

Level of States Members' pay: All submissions contained comments on the level of States Members' pay. Of these, 9 favoured substantial or fairly substantial increases (some by implication, referring to the increasing likelihood of membership of the States being a full time occupation and to the need to ensure that nobody is precluded from standing for election to the States for financial reasons). Five submissions suggested amounts, ranging from £18,000 to £32,000.

Of the remainder, two suggested modest increases, one felt that no pay was merited and one that a modest attendance allowance only should be paid.

Six submissions referred to allowances for positions of special responsibility, five being in favour and one against (because they would be divisive). One recommended additional allowances for ministers and the Chief Minister but not for Department or Committee membership. One further submission stressed the need to relate pay to hours spent on States business

Attendance: Nine submissions commented on matters related to the attendance of States Members at meetings. Six favoured, or were not against, an attendance allowance and three were opposed. Five mentioned the need to monitor attendance by means of a published register or otherwise.

Expenses: Of the three submissions that commented, one specified an allowance of £2,000, one advocated the provision of central administrative facilities and the issue of IT equipment and one that the amount of the allowance should be revised annually by reference to the increase in average earnings

Basis for periodic increases: Of the four submissions that commented, one favoured an annual review based on the increase in average earnings and another an annual review based on the increase in the pay of senior civil servants. As regards major reviews, one submission suggested a review immediately before each election and another a review every five years or so.

Means testing: Two submissions mentioned this issue, both being opposed.

Pensions: Three submissions commented on pensions for States Members. One recommended a contributory scheme similar to that for States employees, one suggested that it was matter for individuals to arrange privately and one stressed that basic pay only, and not any additional allowances, should be pensionable.

Non-States members: Of the four submissions that commented, one suggested that if the attendance allowance was retained, Non-States Members should receive the same as States members and one that any attendance allowance should be at a lower level than for States members. One submission considered that pay should reflect the limited involvement and responsibility of Non-States Members in the business of the Departments and Committees on which they sat. One submission recommended that Non-States Members receive an annual honorarium of £5,000 to £7,000.

Overall cost of pay: Two submissions commented on this issue. One said that the overall cost should be affordable by the community and the other that cost was secondary to achieving the main aim of a proper level of remuneration.

Public service ethic: Seven submissions commented on this aspect of remuneration, all considering that it was still relevant. Most stressed the value of public service undertaken from motives other than money

Other comments: There was a variety of further views that cannot be meaningfully summarised. However, the following points were stressed in several submissions:

- The present States is unrepresentative of the Island's population and therefore there is a need for a pay package that will enable people from all sections of community to stand for election. Nevertheless, it should not be so high that money is the primary attraction
- The workload of States Members will increase and will become full time in some cases.

APPENDIX 4

**STATES MEMBERS PAY REVIEW BOARD
REPORT TO THE ADVISORY AND FINANCE COMMITTEE**

Digest of Information on Other Jurisdictions and Relevant Statistics

Guernsey – basis for comparison:

Population – 59,807 (2001)

Area – 24.3 square miles (63.1 sq. km)

Elected representatives – 45 (including Chief Minister and 10 Ministers) (as from 1 May 2004) plus two Alderney representatives

Constituents per representative – 1,329

GDP/GNP per capita – GDP £22,405, GNP £23,576 (2002)

Average earnings - £27,037 p.a. (full time equivalent 2002 – *note: this figure was supplied by the Policy and Research Unit of the Advisory and Finance Committee and is an approximation since the methods of calculating earnings statistics are currently under review*)

Note: information was sought directly from a number of jurisdictions that the Board considered comparable with Guernsey in at least some respects. Several jurisdictions did not respond at all or in part to the Board's enquiries. Further information has been collected from other reputable sources (eg government websites) where possible.

The reader is also referred to "States Members' Remuneration: Consultation Document" issued by the House Committee of the States of Jersey in September 2001 (ref: 2001 R.C.33, www.statesassembly.gov.je/documents/reports/540-22290.htm). This report contains the results of research, which the Board has not sought to duplicate, into payments to elected members in a number of jurisdictions.

Remuneration shown below for senior positions is inclusive of any basic salary as an elected member.

Gibraltar

Population – 27,649

Area – 2.3 square miles (6.0 sq. km)

Elected representatives – 15

Constituents per representative – 1,843

Remuneration (2003/2004)

Chief Minister £73,533 p.a.

Minister £56,305 p.a.

Member £19,697 p.a.

Plus pension scheme

GDP per capita – £11,127 (1997)

Iceland

Population – 277,906 (2001 est.)

Area – 39,769 square miles (103,000 sq. km)

Elected representatives – 63

Constituents per representative – 4,411

Remuneration (2003/2004)

Prime Minister £82,608 p.a.

Minister £74,508 p.a.

Committee Chairman £47,743 p.a.

Member £41,516 p.a.

(exchange rate - £1 = ISK 126.537)

Office facilities provided plus expense allowance, travel allowance and housing allowance for members from constituencies outside Reykjavik

GDP/GNP per capita – GDP £19,455 (2000), GNP £18,782 (1999)

Isle of Man

Population – 76,315

Area – 227 square miles (572 sq. km)

Elected representatives – 24

Constituents per representative – 3,180

Remuneration (2002/2003)

Chief Minister £46,251 p.a.

Minister £38,542 p.a.

Member of the Treasury £35,973 p.a.

Member of Department £33,403 p.a.

Member £25,695 p.a.

Plus expenses allowance of £4,882 and pension scheme

GDP/GNP per capita – GDP £13,865, GNP £14,435 (2001)

Jersey

Population – 87,186 (2001)

Area – 45 square miles (116 sq. km)

Elected representatives – 53

Constituents per representative – 1,645

Remuneration (2003)

Expense Allowance £9,629 p.a.

Minimum Income Support £28,609 p.a. *(subject to means test – reduced where Member's other income exceeds £9,536)*

(note: the States of Jersey have agreed to establish an independent body to review States Members' pay)

GDP per capita – £32,800 (1999 approx.)

Liechtenstein

Note: Liechtenstein is a constitutional monarchy. The Prince appoints the Cabinet, consisting of a head of government and four ministers, on the advice of Parliament, which is democratically elected.

Population – 32,528 (2001 est)

Area – 62 square miles (160 sq. km)

Elected representatives – 25

Constituents per representative – 1,301

Remuneration (2003)

Head of Government £119,920 p.a.

Deputy Head of Government £112,995 p.a.

Minister £106,077 p.a.

Member £9,083 p.a.

Plus allowance of £136 per day or £91 per half day with similar allowance for preparation on a day for day basis

(exchange rate - £1 = CHF2.202)

GDP per capita – £22,389 (1999)

Seychelles

Population – 79,715 (2001 est)

Area – 176 square miles (455 sq. km)

Elected representatives – 34

Constituents per representative – 2,345

Remuneration

Speaker – salary £20,383 p.a. plus monthly allowance of £607

Deputy Speaker – salary £11,648 p.a. plus monthly allowance of £243

Member – salary £8,735 p.a. plus monthly allowance of £243

Plus gratuity of 10% of salary and allowances at end of session

(exchange rate - £1 = Seychelles Rupees 8.24)

GDP/GNP per capita – GDP £4,939 (1999), GNP £4,114 (1999)

UNITED KINGDOM

United Kingdom - House of Commons

Population – 58.8m (2001)

Area – 94,248 square miles (244,101 sq. km)

Elected representatives – 659

Constituents per representative – 89,226

Remuneration

Prime Minister £175,414 p.a.

Cabinet Minister £127,791 p.a.

Member £56,358 p.a.

Plus contributory pension scheme and range of allowances and grants, including:

Subsistence up to £20,333 p.a. to maintain second home for those with constituencies outside London

London Allowance of £1,574 p.a. for those with London constituencies

Travel

Office and Secretarial Assistance up to £74,985 p.a.

Incidental Expenses Provision of £18,799 p.a.

Resettlement Grant on loss of seat of between 50% and 100%
of annual salary

GDP per capita – £13,300 (1999 est.)

Average earnings - £33,082 p.a. (2002) for full-time non-manual males in the
south east region

*(Note: a very substantial amount of earnings statistics is available from
the UK Office for National Statistics (www.statistics.gov.uk). The
Board considers that the above is probably the most relevant as a
comparator for its recommendations for States Members' pay)*

Scotland – Scottish Parliament

Population – 5.1m (2001)

Area – 30,420 square miles (78,789 sq. km)

Elected representatives – 129

Constituents per representative – 39,240

Remuneration (2002/2003)

First Minister £118,089 p.a.

Member of the Scottish Executive £84,468 p.a.

Junior Scottish Minister £70,927 p.a.

Member £48,228 p.a.

Plus contributory pension scheme and range of allowances and grants
including:

Support Allowance of up to £50,700 p.a. to cover staff and
office costs and travel and overnight expenses

Edinburgh Accommodation Allowance

Travel

Disability Allowance of up to £10,632 per session

Resettlement Grant

Ill-health Retirement Grant

GDP per capita – £12,500 (1999 est.)

Wales – National Assembly for Wales

Population – 2.9m (2001)

Area – 8,015 square miles (20,758 sq. km)

Elected representatives – 60

Constituents per representative – 48,385

Remuneration (2002/2003)

Assembly First Secretary £111,362 p.a.

Assembly Secretary £77,741 p.a.

Member £41,500 p.a.

Plus contributory pension scheme and range of allowances and grants
including:

Additional Costs Allowance of up to £10,500 p.a. to cover
overnight costs in Cardiff

Office Costs Allowance of up to £11,300 p.a.

Staff Salaries Allowance of up to £40,900 p.a.

Travel
 Disability Allowance
 Resettlement Grant
 Ill-health Retirement Grant

GDP per capita – £10,400 (1999 est.)

United Kingdom Local Authorities

Note: the following is derived from data supplied by UK local authorities to the Improvement and Development Agency (www.idea-knowledge.gov.uk) on a voluntary basis as at January 2003.

From the large amount of data available, the Board has selected as the most likely to be relevant information relating allowances to the population covered by authorities. It should be noted that remuneration can vary considerably within each band, up to twice the average.

Population	Average allowance			
	Basic	Leader	Cabinet/ executive	Scrutiny Chair
From 50,000 to 100,000	£3,331	£8,633	£4,584	£2,886
750,000 and above	£8,959	£27,493	£16,101	£9,434
All authorities	£4,754	£13,223	£7,110	£4,278

APPENDIX 5

**STATES MEMBERS PAY REVIEW BOARD
REPORT TO THE ADVISORY AND FINANCE COMMITTEE**

DRAFT RULES FOR PAYMENTS TO STATES MEMBERS AND NON-STATES MEMBERS OF STATES DEPARTMENTS, COMMITTEES AND NON-GOVERNMENTAL BODIES

Note: the States Members Pay Review Board has recommended that the existing States Members pension scheme be replaced or substantially revised for future service and that new rules be prepared by the Advisory and Finance Committee with the assistance of appropriately qualified consultants, for approval by the States. The Board has therefore excluded any reference to pensions from the following draft.

SECTION I**RULES FOR PAYMENTS TO STATES MEMBERS*****Definition of States Members***

1. For the purpose of this section of the Rules a States Member means any People's Deputy or Representative of the States of Alderney in the States of Deliberation (excepting Representatives of the States of Alderney that are alternative Representatives under the States of Guernsey (Representation of Alderney) Law, 1978).

Allowances

2. Subject to the conditions set out in paragraph 3 below the following payments are available to States members:
 - (i) Basic Allowance of £20,000 per annum;
 - (ii) Expense Allowance of £2,500 per annum;
 - (iii) Departmental Membership Allowance in respect of each seat held on any States Department or the Scrutiny Committee of £2,500 per annum;
 - (iv) Committee Membership Allowance in respect of each seat held on any States Standing Committee except the Scrutiny Committee of £1,250 per annum;
 - (v) Special Committee Membership Allowance in respect of each seat held on any States Special Committee of £2,500 per annum or £1,250 per annum, such amount to be determined by resolution of the States

of Deliberation upon formation of each such Special Committee taking account of the expected workload of that Committee;

(vi) Special Responsibility Allowances payable in addition to the Allowances specified in sub-paragraphs (i) to (v) above as follows:

- (a) Chief Minister, £35,000 per annum;
- (b) Deputy Chief Minister, £10,000 per annum;
- (c) Minister of a States Department, £7,500 per annum;
- (d) Chairman of the Scrutiny Committee, £7,500 per annum;
- (e) Chairman of a States Standing Committee, excepting the Scrutiny Committee, £3,750 per annum;
- (f) Chairman of a States Special Committee, £7,500 per annum if the Special Committee Membership Allowance specified in sub-paragraph (v) of this paragraph has been determined at the higher level and £3,750 per annum if determined at the lower level;
- (g) Deputy Minister of a States Department, £2,500 per annum;
- (h) Vice-Chairman of the Scrutiny Committee, £2,500 per annum;
- (i) Vice-Chairman of a States Standing Committee, excepting the Scrutiny Committee, £1,250 per annum;
- (j) Vice-Chairman of a States Special Committee, £2,500 per annum if the Special Committee Membership Allowance specified in sub-paragraph (v) of this paragraph has been determined at the higher level and £1,250 per annum if determined at the lower level.

Conditions

- 3 (a) If a States Member holds more than one seat on a States Department or Committee, the total of the Departmental, Committee and Special Committee Membership Allowances specified in sub-paragraphs 2 (iii), 2 (iv) and 2 (v) above payable to that Member shall not exceed £7,500 per annum.

- (b) If a States Member, excepting the Chief Minister and the Deputy Chief Minister, holds more than one position of special responsibility, as referred to in sub-paragraph 2 (vi) above, the total of the Special Responsibility Allowances specified therein payable to that Member shall not exceed £15,000 per annum.
- (c) If the Deputy Chief Minister holds more than one other position of special responsibility, as set out in sub-paragraph 2 (vi) above, the total of the Special Responsibility Allowances specified therein payable to the Deputy Chief Minister shall not exceed £22,500 per annum.
- (d) The Allowances specified in paragraph 2 above shall be payable by monthly instalments in arrears.
- (e) The Allowances specified in paragraph 2 above shall be payable following application in writing to the Minister of the States Treasury and Resources Department in the year of election and thereafter during January in the year of each General Election. In the case of new Members and Members newly elected to Departments or Committees or to positions of special responsibility as specified in sub-paragraph 2 (vi) above, application should be made before the end of the month following the month in which election took place. Claims submitted after the time limits specified above will be back-dated only to the first day of the month in which application is made. No retrospective payments shall otherwise be made.
- (f) The Basic and Expense Allowances shall terminate on the last day of the month in which a Member ceases to hold a seat in the States of Deliberation.
- (g) A Departmental, Committee or Special Committee Membership Allowance or Special Responsibility Allowance shall terminate on the last day of the month in which a Member ceases to hold the seat or position in respect of which that Allowance is payable.
- (h) The expense allowance paid under sub-paragraph 2 (ii) above in any calendar year shall be free of tax.

SECTION II

RULES FOR PAYMENTS TO ALTERNATIVE REPRESENTATIVES OF THE STATES OF ALDERNEY

1. Subject to the conditions set out in paragraph 2 below, an Attendance Allowance not exceeding £45.00 per half-day or part thereof, which sum shall

be subject to tax, is available to a Representative of the States of Alderney that is an alternative Representative under the States of Guernsey (Representation of Alderney) Law, 1978 in respect of his attendance at meetings of the States of Deliberation.

2. Applications for an allowance payable under the provisions of paragraph 1 above should be made to the Minister of the Treasury and Resources Department in respect of meetings attended in the three month periods ending on the last day of March, the last day of June, the last day of September and the last day of December. Applications should be received by the Minister not later than the last day of the month next following the period in respect of which the application is made. Alternatively, claims may be made in respect of meetings attended in each calendar month, in which case applications should be received not later than the last day of the month next following the above three month period in which the month falls. Applications received after the time limits specified above shall not be granted.

SECTION III

RULES FOR PAYMENTS TO MEMBERS OF STATES DEPARTMENTS, COMMITTEES AND NON-GOVERNMENTAL BODIES WHO ARE NOT MEMBERS OF THE STATES

1. Any member of a States Department, Committee or Non-governmental Body, or properly constituted sub-committee thereof who is not a member of the States shall be entitled upon application to the Minister of the States Treasury and Resources Department to be awarded in respect of his attendance at any meeting of:
 - (i) a properly convened meeting of a States Department, Committee or Non-Governmental Body;
 - (ii) a properly convened meeting of a properly constituted Sub-Committee of a States Department, Committee or Non-governmental Body;
 - (iii) a conference or other meeting attended as the duly authorised representative of a States Department, Committee or Non-governmental Body or Sub-Committee thereof

an attendance allowance not exceeding £45.00 per half-day or part thereof, which sum shall be subject to tax.

Provided that:

- (a) not more than one allowance shall be awarded in respect of meetings attended in any one half day;
 - (b) where there is no adjournment of a meeting for the purpose of taking a mid-day meal an allowance shall be payable in respect of one half-day only.
- 2. Applications for an allowance payable under the provisions of paragraph 1 above should be made to the Minister of the Treasury and Resources Department in respect of meetings attended in the three month periods ending on the last day of March, the last day of June, the last day of September and the last day of December. Applications should be received by the Minister not later than the last day of the month next following the period in respect of which the application is made. Alternatively, claims may be made in respect of meetings attended in each calendar month, in which case applications should be received not later than the last day of the month next following the above three month period in which the month falls. Applications received after the time limits specified above shall not be granted.

SECTION IV

GENERAL RULES

- 1. In each year prior to 1st May, the States Treasury and Resources Department shall review the amounts payable under sections I, II, and III hereof and the payment limits specified under paragraph 3 of section I hereof, having regard to the change in the Guernsey Index of Retail Prices since those amounts were last determined and shall amend the said amounts accordingly.
- 2. Amendments arising from the application of rule 1 of this section shall be published in an appendix to a Billet d'État and shall take effect from 1st May in the year of review. Save as is provided in the Rules of Procedure of the States of Deliberation, no deliberation shall be held on the published amendments.

COMMENCEMENT

These rules shall take effect on 1st May, 2004.

APPENDIX 6

**STATES MEMBERS PAY REVIEW BOARD
REPORT TO THE ADVISORY AND FINANCE COMMITTEE**

SUMMARY OF MAIN RECOMMENDATIONS FOR REMUNERATION OF STATES MEMBERS

1. BASIC ALLOWANCE

All States Members

	Basic Allowance	Expense Allowance
Annually	£20,000	£2,500

2. SPECIAL RESPONSIBILITY AND MEMBERSHIP ALLOWANCES

2a. SPECIAL RESPONSIBILITY AND MEMBERSHIP ALLOWANCES CAPPING

- i. The Chief Minister is barred from holding any other post in the States.
- ii. The Deputy Chief Minister's Special Responsibility Allowances are capped at £22,500 p.a..
- iii. Excluding the Chief Minister and the Deputy Chief Minister, Special Responsibility Allowances for each individual States Member are capped at £15,000 p.a.
- iv. Membership Allowances for each individual States Member are capped at £7,500 p.a.

2b. POLICY COUNCIL

	SPECIAL RESPONSIBILITY ALLOWANCES	
Annually	Chief Minister £35,000	Deputy Chief Minister £10,000

2c. DEPARTMENTS

	MEMBERSHIP ALLOWANCE	SPECIAL RESPONSIBILITY ALLOWANCES	
Annually	All Members £2,500	Minister Plus £7,500	Deputy Minister Plus £2,500

2d. SCRUTINY COMMITTEE

	MEMBERSHIP ALLOWANCE	SPECIAL RESPONSIBILITY ALLOWANCES	
Annually	All members £2,500	Chairman Plus £7,500	Vice Chairman Plus £2,500

2e. STANDING STATES COMMITTEES

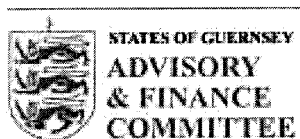
Excluding the Scrutiny Committee

	MEMBERSHIP ALLOWANCE	SPECIAL RESPONSIBILITY ALLOWANCES	
Annually	All Members £1,250	Chairman Plus £3,750	Vice Chairman Plus £1,250

2f. SPECIAL STATES COMMITTEES

	MEMBERSHIP ALLOWANCE	SPECIAL RESPONSIBILITY ALLOWANCES	
Annually	All Members £1,250	Chairman Plus £3,750	Vice Chairman Plus £1,250
or, depending on workload	Annually £2,500	Annually Plus £7,500	Annually Plus £2,500

APPENDIX III



Policy and Research Unit

THIS PUBLICATION IS ALSO AVAILABLE ON THE WEB
www.gov.gg/esu

GUERNSEY RETAIL PRICES INDEX

3.3% annual change as at 30 September 2003

At the end of September, Guernsey's annual rate of inflation, as measured by changes in the Index of Retail Prices, was 3.3% compared with 4.3% at the end of the previous quarter.

The Index Figures at the end of September 2003 were:
 113.8 (Dec 99=100)
 135.0 (Mar 1994=100)
 182.4 (Dec 1988=100)
 243.8 (Dec 1983=100)
 387.2 (Dec 1978=100)

Period	%	Period	%
3 Months	0.4	2 Years	7.3
6 Months	1.0	3 Years	10.1
9 Months	2.9	4 Years	15.0
12 Months	3.3	5 Years	17.0

Thursday
 16 October 2003

Issued by:
 Policy and Research Unit
 Sir Charles Frossard House
 P O Box 43
 La Charroterie
 St Peter Port
 Guernsey
 GY1 1FH

Matters affecting the R.P.I during the last year

Over the last twelve months, the largest contributors to inflation were as follows: Housing (1.2% out of 3.3%), Food (0.7%) and Motoring (0.3%). Smaller increases were also noted within the Alcohol, Household Goods, Personal Goods, Fares and other Travel and Leisure Services groups. Fuel, Light and Power had a downward effect (-0.1%) due to slightly cheaper domestic heating oil and gas prices.

The Housing contribution of 1.2% is still high but it is less than the 1.5% recorded for the twelve months to June and the 1.7% recorded in the twelve months to March 2003. The drop is a reflection of lower interest rates, which has resulted in a reduction in the average mortgage debt. The costs of building work, tradesmen and house heating maintenance and repairs have continued to contribute to inflation in the Housing group. An increase in occupiers rates was also observed.

In the Food group, notable price rises were observed for fresh fruit and vegetables, some meat prices, poultry and eggs. There was a fall in the cost of tea. In the Motoring group, car insurance and the cost of repairs and servicing had an upward effect.

Matters affecting the R.P.I during the last three months

The main contributors to inflation over the last **three months** were increases in the costs of non UK air travel, seasonal increases in womens' clothing and repairs/servicing to vehicles other than cars. The cost of local telephone calls also increased as did the price of bread. The cost of fuel for domestic heating (oil and gas) fell, which had a downward effect on the quarterly change.

RPI enquiries -
 Tel: 01481 717012
 Fax: 01481 717157
 Internet: www.gov.gg/esu
 Email:
policy.research@gov.gg

Next publication date:
 22 January 2004

Annual % Changes for each quarter

	March	June	September	December
1990	10.2	9.7	10.4	9.8
1991	8.6	8.7	6.1	5.5
1992	4.6	4.1	3.6	3.2
1993	2.3	1.5	1.8	1.4
1994	2.9	2.3	2.0	2.4
1995	3.0	3.5	4.0	3.6
1996	2.5	2.1	2.0	2.8
1997	3.1	4.0	4.4	4.7
1998	4.1	4.0	4.0	3.2
1999	2.1	2.2	1.8	2.4
2000	3.8	4.4	4.5	3.9
2001	3.3	2.3	2.6	1.9
2002	2.9	3.3	3.9	4.4
2003	4.7	4.3	3.3	

GUERNSEY RETAIL PRICES INDEX - SEPTEMBER 2003

PERCENTAGE CHANGES IN GROUP INFLATION AND THEIR CONTRIBUTION TO OVERALL INFLATION

GUERNSEY INFLATION RATE (+3.3%)

	Weight	Quarterly %Change	Annual %Change	% Contribution
Food	127	0.4	5.1	0.7
Alcoholic Drink	52	0.1	3.2	0.2
Tobacco	19	0.0	4.6	0.1
Housing	216	0.5	5.7	1.2
Fuel, Light and Power	41	-0.8	-1.9	-0.1
Household Goods	79	0.5	2.2	0.2
Household Services	33	-1.0	0.8	0.0
Clothing & Footwear	56	1.1	0.0	0.0
Personal Goods	49	0.3	3.3	0.2
Motoring Expenditure	85	0.9	3.5	0.3
Fares/Other Travel	33	2.9	5.8	0.2
Leisure Goods	63	-0.1	0.4	0.0
Leisure Services	92	0.1	1.9	0.2
Food Away from Home	55	0.1	2.2	0.1
Overall	1000			
All Items				3.3

Weight is the proportion of the total index represented by each group. **Contribution** shows the effect of price changes in relation to the relative weight of the groups.

Retail Prices Index (RPI)

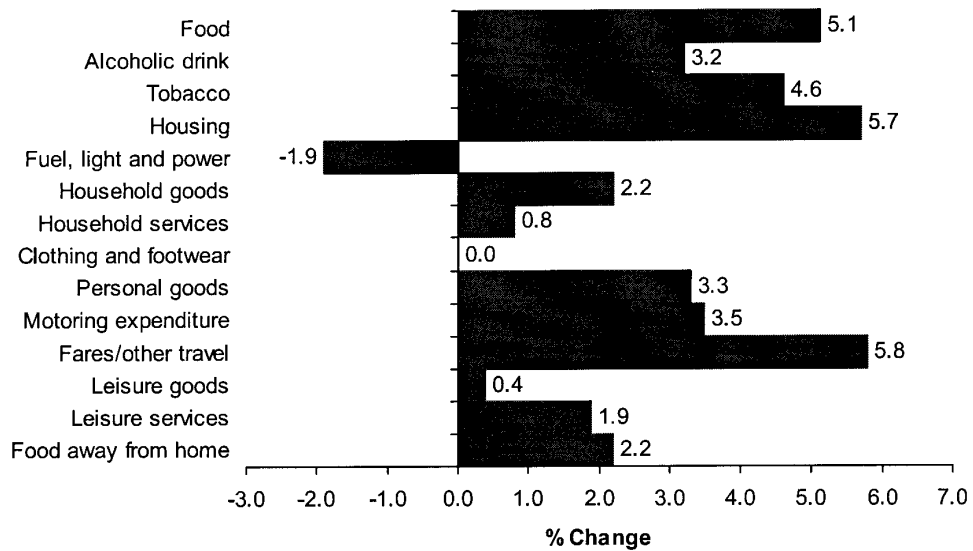
The RPI is a measure of inflation in Guernsey. It can be defined as "an average measure of change in the prices of goods and services bought for the purpose of consumption by the vast majority of households" (RPI Technical Manual, Office for National Statistics, 1998).

Goods and services that consumers purchase have a price, and these will vary over time. The RPI is designed to measure such changes. Imagine a very large shopping basket (over 2100 items) comprising all the different kinds of goods and services bought by a typical household. As the prices of individual items in this basket vary, the total cost of the basket will vary - the RPI is a measure of the change from quarter to quarter in this total cost.

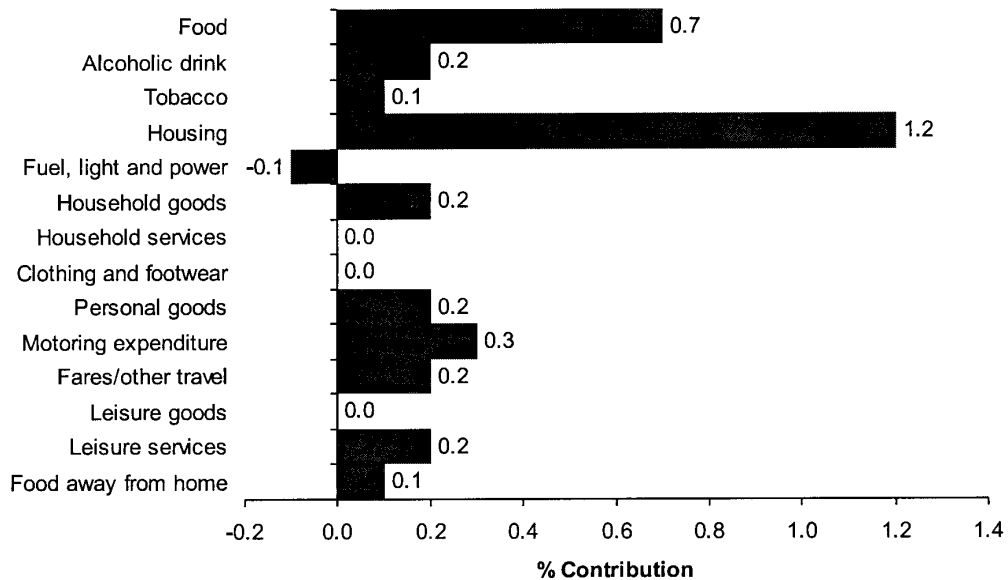
No two households spend their money in exactly the same way and this basket of goods is compiled using spending pattern data from the Household Expenditure Survey. This is carried out every five years, hence the RPI index base is reset to 100 e.g. Dec 1999 = 100, Mar 1994 = 100 etc. The RPI while not applying precisely to any one household or person, will be close to the experience of inflation for the great majority of households.

GUERNSEY RETAIL PRICES INDEX - SEPTEMBER 2003

**Annualised Percentage change in RPI Groups
(September 2002 to September 2003)**



Percentage Contributions to overall inflation



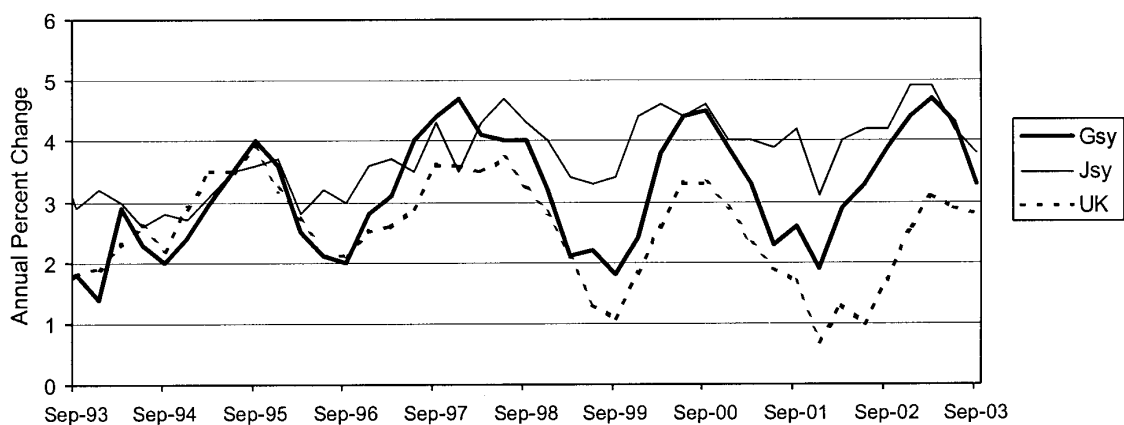
GUERNSEY RETAIL PRICES INDEX - SEPTEMBER 2003

RPI comparison with Jersey and the UK

Guernsey and Jersey tend to run at a higher rate than the UK, see chart below. The chart shows that inflation in Guernsey follows the general trends of the UK inflation rate, albeit at a higher level.

		Annual Movements			Quarterly Movements		
		Guernsey	UK	Jersey	Guernsey	UK	Jersey
1998	Mar	4.1	3.5	4.3	0.9	0.5	1.7
	June	4.0	3.7	4.7	0.9	1.6	1.2
	Sept	4.0	3.2	4.3	1.0	1.0	0.9
	Dec	3.2	2.8	4.0	0.4	0.0	0.2
1999	Mar	2.1	2.1	3.4	-0.2	-0.2	1.1
	June	2.2	1.3	3.3	1.0	0.9	1.1
	Sept	1.8	1.1	3.4	0.4	0.5	0.9
	Dec	2.4	1.8	4.4	1.1	0.7	1.1
2000	Mar	3.8	2.6	4.6	1.2	0.3	1.3
	June	4.4	3.3	4.4	1.6	1.6	1.0
	Sept	4.5	3.3	4.6	0.7	0.4	1.1
	Dec	3.9	2.9	4.0	0.5	0.3	0.5
2001	Mar	3.3	2.3	4.0	0.6	0.0	1.4
	June	2.3	1.9	3.9	0.8	1.3	0.9
	Sept	2.6	1.7	4.2	0.8	0.1	1.3
	Dec	1.9	0.7	3.1	-0.1	-0.7	-0.6
2002	Mar	2.9	1.3	4.0	1.6	0.6	2.3
	June	3.3	1.0	4.2	1.0	1.0	1.1
	Sept	3.9	1.7	4.2	1.4	0.8	1.3
	Dec	4.4	2.9	4.9	0.4	0.5	0.1
2003	Mar	4.7	3.1	4.9	1.9	0.8	2.4
	June	4.3	2.9	4.2	0.6	0.8	0.4
	Sept	3.3	2.8	3.8	0.4	0.7	0.9

Annual Rate of Inflation - Guernsey, Jersey and the UK



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Email: amanda.robilliard@gov.gg

APPENDIX IV**STATES CIVIL SERVICE BOARD****STATES OF GUERNSEY PUBLIC SERVANTS' PENSION SCHEME:
2003 PENSIONS INCREASE**

The President
States of Guernsey
Royal Court House
St Peter Port
Guernsey

14 October 2003

Sir

**STATES OF GUERNSEY PUBLIC SERVANTS' PENSION SCHEME:
2003 PENSIONS INCREASE**

In accordance with the States of Guernsey (Public Servants) (Pensions and other Benefits) (Amendment No.2) Rules, 1997, approved by the States on the 29th October, 1997 (Article X of Billet d'Etat No. XIX of 1997), I would advise you that the States Civil Service Board, after consultation within the Pensions Consultative Committee, has resolved that pensions in payment and preserved pensions and other benefits not yet in payment be increased with effect from 1 January 2004 as follows:-

- (a) awarded prior to 1 January 2003 by **4.3%**
- (b) awarded in the period from
1 January 2003 to 31 December 2003 by **1/365th of 4.3%**
for each day of
entitlement.

(ie. in line with the change in the Retail Price Index for the twelve months ending on 30 June 2003)

In accordance with the above mentioned Rules, I should be grateful if you would arrange for this letter to be published as an Appendix to a Billet d'Etat.

Yours faithfully

A. SAUVARIN

President
Civil Service Board

APPENDIX V**STATES EDUCATION COUNCIL****VALE JUNIOR SCHOOL – VALIDATION REPORT**

The President,
States of Guernsey,
Bailiff's Chambers
Royal Court House,
St. Peter Port,
Guernsey.

10th October, 2003.

Dear Sir,

Vale Junior School : Validation Report

I enclose two copies of the summary of the validation report and the Council's response for the above school. I shall be grateful if you will arrange for this to be published as an appendix to the Billet d'État for November 2003.

Copies of the full report will be made available for any member of the public to inspect at both the school and the Education Department.

Yours faithfully,



Deputy M. A. Ozanne,
President,
States Education Council.

Encs.

**ISLANDS' FEDERATION FOR THE EVALUATION OF SCHOOLS
(IFES)**

Summary of the Validation Report

**VALE JUNIOR SCHOOL
GUERNSEY**

June 2003

SUMMARY OF THE VALIDATION REPORT

VALE JUNIOR SCHOOL

Vale Junior School is situated within the most northern parish of the Island. It serves a wide catchment area and receives children from St. Sampson's Infant School and Vale Infant School. There are 345 pupils on roll, aged from 7 to 11.

They are taught by 18 qualified teachers, including the headteacher. There are 16 classes and a pupil/teacher ratio of 20.5 : 1.

Background

The validation team consisted of five inspectors. Four were Ofsted inspectors from the UK and one was an IFES trained deputy headteacher from Jersey. The team met informally with the staff and toured the school accommodation on the Sunday before the validation and then spent four days inspecting the school.

The school provided some documentation and information in advance of the visit, having spent a year working on its self-evaluation activities. Additional, albeit limited, information such as children's work was obtained by the team during the week. Extra support for the school's review process was provided by the Education Officer Primary and the Island's Advisory Teacher. Most staff had attended the Education Department's IFES Internal Evaluator training course on how to carry out a self-review.

The evidence base to validate the school's findings was collected through :

- * scrutiny of a range of whole school and subject documentation including School Improvement Plans, minutes of meetings and SATs results; little information and evidence about standards and progress had been collected or provided from the last three years;
- * observation of 84 whole or part lessons;
- * examination and discussion of teachers' planning;
- * attendance at assemblies and some extra curricular activities;
- * examination of pupils' current and previous work;
- * approximately 14 hours of planned discussions with teachers and other staff, pupils and parents;
- * observation of pupils on arrival and departure from the school and at other times around the buildings and grounds;
- * scrutiny of letters and returns from the confidential parental questionnaire.

At the end of the week, subject leaders received an oral feedback on their areas of responsibility, and the team's main findings were reported to the headteacher, and then to the Director of Education.

- * Monitoring of attainment levels and the more rigorous analysis of test results are necessary to develop the staff's competency in allocating attainment target levels and setting higher expectations for the most able pupils.
- * The provision for pupils with special educational needs is efficiently organised and managed by the SENCO. Provision is enhanced by a wide range of learning support staff and voluntary helpers.
- * The school has updated its policies for assessment, recording, reporting and marking and now needs to ensure that they are consistently implemented.
- * Good provision is made for pupils' spiritual, moral and social development. Spiritual development across the curriculum could be further developed. The school makes appropriate arrangements for whole school assemblies and acts of worship.
- * Due attention is given to children's support, guidance and welfare. The school has a caring, supportive ethos, and assemblies and PSHE lessons reinforce messages about behaviour and attitudes. Almost all children were courteous and well behaved during the week of the inspection.
- * Positive relationships have been established with most parents and the local community, as the returns from the parental questionnaire illustrate (Appendix A). Good support is provided by the PTA who fund extra resources for the school each year. Some parents express concern about the high turnover of staff, and the need for better communication about extra-curricular opportunities and events.
- * The school's financial systems are sound and effective oversight is provided by the school secretary, whose efficiency and reception work is appreciated by many parents. The school makes appropriate use of its available staffing and accommodation resources, and benefits from a committed and helpful caretaking team.
- * Work is still needed to strengthen the school's monitoring and decision making procedures, and to improve strategic management within the school's improvement plan in order to ensure that all within the school are working to their full potential.
- * The headteacher is supportive of his staff and of innovations which they undertake. He will need to give positive direction to the new senior management team, once it is established in September, in order to draw up and successfully implement the post-VSSE action plan.

APPENDIX A

Vale Junior School

PARENTAL SURVEY

Number of questionnaires sent out	303
Number of questionnaires returned	182
Percentage return rate	60

Percentages of responses in each category	Strongly Agree	Tend to Agree	Tend to Disagree	Strongly Disagree	Don't know	Nil Response
My child likes school	45	46	7	1.5	0.5	0
My child is making good progress in school	37	52	9	2	0	0
Behaviour in the school is good	27	60	9	0	2	1
My child gets the right amount of work to do at home	16	52	24	5	2	1
The teaching is good	35	58	3	0.5	1	2
The school gives me a clear understanding of what is taught	32	57	8	1	1	0.5
I am kept well informed about how my child is getting on	40	48	8	4	0	0
I would feel comfortable about approaching the school	53	36	7	3	0.5	0
The school handles complaints from parents well	20	36	9	5	27	2
The school expects my child to work hard and achieve his best	43	51	3	0	1	1
The school is well led and managed	38	47	8	4	1.5	1.5
The school's values & attitudes are helping my child to become mature and responsible	34	49	10	2	4	1
The school provides an interesting range of activities outside lessons	12	44	24	8	11	1
The school works closely with parents	25	53	13	5	2	0.5

STATES EDUCATION COUNCIL
RESPONSE TO THE VALIDATION REPORT
ON
VALE JUNIOR SCHOOL

The Education Council and the staff of Vale Junior School welcome and accept the Validation Report of June, 2003. It is pleasing to note that the school successfully completed its self-evaluation exercise and correctly identified many of its strengths and areas needing further development.

The school provides a broad curriculum and good progress is being made in the implementation of the Literacy and Numeracy Strategies. Curriculum and lesson planning have also been strengthened. ICT skills are benefiting from work carried out in the new computer suite. The quality of teaching and learning was found to be satisfactory or better in most lessons.

Good provision is made for the pupils' spiritual, moral and social development. The school has a caring, supportive ethos. Assemblies and PSHE lessons reinforce messages about behaviour and attitudes. Children were seen to be courteous and well-behaved.

The provision for pupils with special educational needs is efficiently organised and provision is enhanced by a wide range of learning support staff and voluntary helpers.

Positive relationships have been established with most parents and the local community, and good support is provided by the PTA who fund extra resources for the school each year.

The validation report has clearly identified areas for development and the school will be working hard to address these during the post-validation period.

APPENDIX VI**STATES EDUCATION COUNCIL****HAUTES CAPELLES INFANT SCHOOL – VALIDATION REPORT**

The President,
States of Guernsey,
Bailiff's Chambers,
Royal Court House,
St. Peter Port,
GY1 2PB.

10th October, 2003.

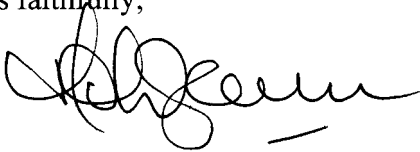
Dear Sir,

Hautes Capelles Infant School : Validation Report

I enclose two copies of the summary of the validation report and the Council's response for the above school. I shall be grateful if you will arrange for this to be published as an appendix to the Billet d'État for November 2003.

Copies of the full report will be made available for any member of the public to inspect at both the school and the Education Department.

Yours faithfully,



Deputy M. A. Ozanne,
President,
States Education Council.

Encs.

**ISLANDS' FEDERATION FOR THE EVALUATION OF SCHOOLS
(IFES)**

Summary of the Validation Report

**HAUTES CAPELLES INFANT SCHOOL
GUERNSEY**

June 2003

SUMMARY OF THE VALIDATION REPORT

HAUTES CAPELLES INFANT SCHOOL

Hautes Capelles Infant School is situated in the north west of the Island and serves a large catchment area. It covers parts of the two parishes of St. Sampson's and the Vale.

There are 193 pupils on roll, 96 boys and 94 girls, aged from 4 to 7.

They are taught by 10 full time staff, including the headteacher, and 2 part time teachers.

There are 9 classes with an average class size of 21.4 and a pupil/teacher ratio of 17.9 : 1.

Background

The validation team consisted of five inspectors. Four were Ofsted inspectors from the UK and one was an IFES trained headteacher from Jersey. The team met informally with the staff and toured the school accommodation on the Sunday before the validation and then spent four days inspecting the school.

The school provided a comprehensive range of documentation and information in advance of the visit, having spent a year working on its self-evaluation activities. Additional information, including portfolios and children's work, was made available during the week. Good support was provided for the school by the Education Officer Primary and the Island's Advisory Teacher. Most staff had attended the Education Department's IFES Internal Evaluator training course on how to carry out a self-review.

The evidence base to validate the school's findings was collected through :

- * scrutiny of a wide range of whole school and subject documentation from the last three years, including School Improvement Plans, portfolios, minutes of meetings and SATs results;
- * observation of 66 whole or part lessons;
- * examination and discussion of teachers' planning;
- * attendance at assemblies and some extra curricular activities;
- * examination of pupils' current and previous work;
- * approximately 12 hours of planned discussions with teachers and other staff, pupils and parents;
- * observation of pupils on arrival and departure from the school and at other times around the buildings and grounds;
- * scrutiny of letters and returns from the confidential parental questionnaire.

At the end of the week, subject co-ordinators received an oral feedback on their areas of responsibility, and the team's main findings were reported to the headteacher and her deputy, and to the Director of Education.

Main Findings

- * The headteacher, deputy and her staff have successfully sustained the welcoming, happy and caring ethos within the school which was reported at the time of the previous inspection in 1997.
- * The returns from the parental questionnaire (Appendix A) reveal exceptionally high levels of satisfaction and support for the work of the school.
- * The self evaluation exercise was well planned and managed. Effective support was provided by the Education Officer (Primary) and the Advisory Teacher.
- * All staff were involved in the observation of 39 lessons during the internal review period. At least three observations were made in each subject area. Information from children's work and subject portfolios in literacy, numeracy, science, art, and design & technology assisted teachers with the review process. Most staff had attended the island's Internal Evaluator course. The school's final report is accurate in most respects and provides a sound basis for future planning.
- * The validation team observed 66 lessons during the inspection, in addition to assemblies and extra-curricular activities. Overall, 88% were judged to be sound and effective or better. A commendable 45% were either good or excellent in the quality of teaching, learning and attainment. Teaching is of a particularly high standard in the Foundation Stage.
- * Most lessons are well planned by each year group team, and provide clear learning objectives and helpful plenary sessions. Relationships are good, and activities and resources are well matched to children's developing skills and abilities.
- * The literacy and numeracy strategies are becoming well established, and ICT training for staff is impacting positively on children's work. Good support for teaching and learning is provided by the school's classroom assistants and by the Learning Support Service.
- * The strong partnership with parents benefits learning, particularly when targets are shared with them and their children, as in literacy, numeracy and PSHE.
- * Children are well motivated and their behaviour is good, underpinned by the school's Golden Rules. They respond well to clear direction, encouragement and high expectations.
- * On those occasions where teaching is unsatisfactory, attention needs to be paid to the focus and pace of the lesson, the presentation and completion of work, the better use of assessment to inform planning, and the provision of more opportunities for independent work, particularly for higher attaining pupils.
- * The school has correctly identified the need to strengthen and facilitate the role of subject co-ordinators and year leaders. Completed work in some subject areas is not easily accessible, dated or retained to assist with the necessary monitoring of continuity, progression and standards.
- * Since the last validation, the overall SATs scores have remained broadly in line with the Island averages for English and mathematics, while the percentage of those attaining level 3 has increased. Reading standards are generally good.
- * Insufficient attention is currently given by the school to the detailed analysis of test results for diagnostic purposes and to assist with planning and target setting.

* Steady progress has been made since the last inspection in the development of the school's procedures for assessment, recording and reporting to parents. Further work is needed to establish a common method for presenting the results of benchmarked tests, for linking assessment more closely to the stated learning objectives in lesson, and for providing samples of attainment levels in portfolios of work.

* A wide range of support for children with special educational needs is effectively managed and deployed.

* Regular audits of the curriculum are carried out with a view to achieving a desirable breadth and balance. Planning is well structured and shared within each year group. The school is aware of the need for clearer and more sharply focused target setting.

* The Foundation Stage curriculum offers a broad range of rich and relevant experiences in the six areas of learning, and children receive a very secure start to their formal education. Teaching is good and effective use is made of the outside area and resources.

* Appropriate provision is made for children's welfare and guidance, and for their spiritual, moral, social and cultural development. Positive links with Gotland were being exploited during the week of the Island Games. The school is rightly reviewing the organisation of its assemblies and collective worship.

* The headteacher receives strong support from her deputy in leading and managing the school, and they have both completed their training in Performance Management. Senior management and staff meetings are held regularly and minuted. Job descriptions are provided for all staff. The School Improvement Plan (SIP) conforms to Island guidelines. Liaison with the junior school is developing well through joint meetings and shared facilities.

* The school's internal report reveals that it is rightly aware of the need to review the roles, monitoring practices and use of time within the existing senior management team (SMT). Oversight of planning and classroom practices would benefit from greater rigour, with performance management used to better effect to identify and address weaknesses.

* The school's financial systems are sound. Good use is generally made of the school's available staffing and accommodation. The school is well resourced to meet the requirements of the NC(Guernsey). The office is efficiently administered and welcoming to visitors. Children also benefit from the committed work of the two caretakers. The school is bright, well cleaned and maintained, and has attractive displays of children's work.

* Staff development is encouraged by the headteacher, and teachers attend a variety of in-service training activities. Clearer procedures are needed for the sharing of INSET findings and good practice.

Key Issues that the School Needs to Address

* The school's self evaluation report has correctly identified a number of key areas for further development, and these are endorsed by the validation team. In the post-VSSE action plan the headteacher and her senior management team should :

- review SMT roles, responsibilities, and the use of available time;
- establish more rigorous monitoring procedures by the SMT, subject co-ordinators and year heads;
- make better diagnostic use of available statistical data in setting targets and standards;
- establish procedures for sharing and reporting back on INSET findings and on observed good classroom practice;
- provide clear aims and strategies within the school's improvement plan which are closely related to the agendas for SMT and staff meetings, and to the allocation of available resources;
- use Performance Management more effectively in identifying and addressing weaknesses and providing appropriate support;
- reorganise the format for whole school assemblies;
- continue to strengthen ARR practices.

The school is responsible for drawing up an action plan after receiving the Report, showing what it is going to do about the issues raised and how it will incorporate them in the school's Improvement Plan. A follow-up visit to the school will be made in summer 2004 in order to monitor and discuss the progress the school has made, and a written report will be made to the Director of Education.

APPENDIX A

Hautes Capelles Infant School

PARENTAL SURVEY

Number of questionnaires sent out	173
Number of questionnaires returned	116
Percentage return rate	67

Percentages of responses in each category	Strongly Agree	Tend to Agree	Tend to Disagree	Strongly Disagree	Don't know	Nil Response
My child likes school	69	31	0	0	0	0
My child is making good progress in school	60	34	5	0	1	0
Behaviour in the school is good	59	39	2	0	1	0
My child gets the right amount of work to do at home	42	43	11	3	1	0
The teaching is good	70	28	0	0	1	1
The school gives me a clear understanding of what is taught	51	44	4	0	1	0
I am kept well informed about how my child is getting on	50	41	7	1	0	1
I would feel comfortable about approaching the school	71	28	1	0	0	0
The school handles complaints from parents well	33	28	2	1	35	2
The school expects my child to work hard and achieve his best	59	38	3	0	0	0
The school is well led and managed	72	26	0	1	1	0
The school's values & attitudes are helping my child to become mature and responsible	67	31	0	0	2	0
The school provides an interesting range of activities outside lessons	41	34	5	1	17	1
The school works closely with parents	50	41	6	2	1	0

STATES EDUCATION COUNCIL
RESPONSE TO THE VALIDATION REPORT
ON
HAUTES CAPELLES INFANT SCHOOL

The Education Council and the staff of Hautes Capelles Infant School welcome and accept the Validation Report of June, 2003. It is pleasing to note that the welcoming, happy and caring ethos has been successfully sustained since the previous validation.

Parents have expressed exceptionally high levels of satisfaction and support for the work of the school and the partnership between the school and parents is seen as a strength.

The children are well motivated and their behaviour is good. They respond well to clear direction, encouragement and high expectations.

The curriculum is broad and balanced with appropriate emphasis being given to literacy and numeracy. The ICT initiative is impacting positively on children's work. Appropriate provision is made for children's welfare and guidance, and for their spiritual, moral, social and cultural development.

The Foundation Stage curriculum offers a broad range of rich and relevant experiences in the six areas of learning, and children receive a very secure start to their formal education.

The school's self-evaluation was well planned and managed and reflected the strengths and weaknesses with accuracy.

There is a clear direction for the school and the staff will be working to address those areas identified both in the internal report and external report as in need of development.

APPENDIX VII**2004 GENERAL ELECTION**

Members of the States:

1. It may assist the Members of the States and other interested persons to have early notice of the likely timetable relating to the General Election and meetings of the States during March, April and May 2004. The date of the election of People's Deputies is subject to the States approving the draft Ordinance of the States entitled "The General Election Ordinance 2004".
2. The terms of office of all Members of the States (except the two Alderney Representatives) will expire on the 30th April, 2004.
3. The following timetable will apply in respect of the General Election of People's Deputies:
 - Nominations open Monday, 15th March
 - Nominations close Friday, 26th March
 - Election Wednesday, 21st April.
4. The successful candidates will take the oath of allegiance and be sworn as Members of the States at a special sitting of the Royal Court which will be held immediately before the first meeting of the newly-elected States on 1st May, 2004.
5. Having consulted the States Procedures and Constitution Committee, I have decided that it would be inappropriate (other than in an emergency) for States meetings to be held after nominations have opened. The last meeting of the present States will, therefore, be held on Wednesday, 10th March, 2004 (continuing on the 11th and 12th March, if necessary).
6. I propose that meetings of the States should be held in May, 2004 as follows:
 - Saturday, 1st May: for the election of the Chief Minister;
 - Tuesday, 4th May: for the election of Ministers, the Deputy Chief Minister and Chairmen of States Committees;
 - Thursday, 6th May: for all other elections and urgent business which may have arisen since the March meeting of the States;
 - Wednesday, 26th May: normal States meeting.

DE VIC G. CAREY

Bailiff and President of the States

IN THE STATES OF THE ISLAND OF GUERNSEY

ON THE 26TH DAY OF NOVEMBER, 2003

The States resolved as follows concerning
Billet d'État No. XXV dated 7th November, 2003

PROJET DE LOI

entitled

**THE CUSTOMS AND EXCISE (GENERAL PROVISIONS) (BAILIWICK OF
GUERNSEY) (AMENDMENT) LAW, 2003**

- I.- To approve the Projet de Loi entitled “The Customs and Excise (General Provisions) (Bailiwick of Guernsey) (Amendment) Law, 2003”, and to authorise the Bailiff to present a most humble Petition to Her Majesty in Council praying for Her Royal Sanction thereto.

**THE ROAD TRAFFIC (RESTRICTION ON USE OF MOBILE
TELEPHONES) (GUERNSEY) ORDINANCE, 2003**

- II.- To approve the draft Ordinance entitled “The Road Traffic (Restriction on Use of Mobile Telephones) (Guernsey) Ordinance, 2003”, and to direct that the same shall have effect as an Ordinance of the States.

THE SUNDAY TRADING (AMENDMENT) ORDINANCE, 2003

- III.- To approve, subject to the following amendment the draft Ordinance entitled “The Sunday Trading (Amendment) Ordinance, 2003”, and to direct that the same shall have effect as an Ordinance of the States.

AMENDMENT

1. Immediately before section 1 (2) of the draft Ordinance (printed on page 34 of the Brochure to the Billet d'État) insert the following subsection –

“(2) In the definition of “drinks” in section 34 (1) of the Ordinance of 2002, for the words “does not include intoxicating liquor” substitute “includes intoxicating liquor”.”.

2. Renumber the existing sections 1(2), 1(3), 1(4) and 1(5) of the draft Ordinance (printed on pages 34 and 35 of the Brochure of the Billet d'État) as, respectively, 1(3), 1(4), 1(5) and 1(6).

PRIAULX LIBRARY COUNCIL

NEW MEMBER

- IV.- To re-elect Mrs. C. H. Le Pelley as a member of the Priaulx Library Council with effect from 1st January, 2004.

ELIZABETH COLLEGE BOARD OF DIRECTORS

NEW MEMBER

- V.- To elect Deputy L. S. Trott as a member of the Elizabeth College Board of Directors to fill the vacancy which will arise on the 6th January, 2004, by reason of the expiration of the term of office of Jurat D. M. Le Page, who is not eligible for re-election.

STATES ADVISORY AND FINANCE COMMITTEE

APPOINTMENT OF NON-EXECUTIVE DIRECTOR – GUERNSEY POST LIMITED

- VI.- After consideration of the Report dated the 22nd October, 2003, of the States Advisory and Finance Committee:-

To appoint Mr. Dudley R. Jehan as a non-executive director of Guernsey Post Limited.

STATES ADVISORY AND FINANCE COMMITTEE

ANTI-POVERTY STRATEGY

- VII.- After consideration of the Report dated the 24th October, 2003, of the States Advisory and Finance Committee:-

1. To note the contents of that Report and approve the development of a Corporate Anti-Poverty Programme as outlined.
2. To agree the work plans for the six areas of the CAPP, as set out in section 4 of that Report.
3. To direct all States Committees to contribute to the development of the Programme where their assistance is required.

4. To note that it is the intention of the States Advisory and Finance Committee to continue consulting with other States Committees and with the private sector and non-governmental bodies as work on the CAPP proceeds further.
5. To note that adequate resources, including human resources, will be required to develop and successfully implement the CAPP, and that requests for such resources will follow established States procedures in such matters.
6. 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.

STATES BOARD OF ADMINISTRATION

GUERNSEY AIRPORT RUNWAY

VIII.- After consideration of the Report dated the 23rd October, 2003, of the States Board of Administration:-

1. That a runway extension shall not be constructed at Guernsey Airport at the present time.
2. To direct that, when the States Board of Administration or its successor Department next reports to the States regarding routine, rehabilitation or upgrading works to the Guernsey Airport runway, the Report shall include:
 - (a) the additional costs that would be incurred to carry out runway works capable of being part of a strategy to improve the runway along the lines of the recommendations contained within the BAE SYSTEMS Infrastructure Solutions' Guernsey Airport – Runway Extension Report 1 – Runway and Taxiways, January 2003;
 - (b) Recommendations that would enable the States to resolve, if it so wished, to carry out a basic maintenance project or an upgraded project leading to an improved and lengthened runway; and
 - (c) Recommendations regarding States funding of any strategic betterment of the runway.
3. To direct the States Board of Administration to continue to review the most appropriate provision in regard to the Instrument Landing System at Guernsey Airport.
4. (1) To direct the States Board of Administration to continue to assess the requirements in respect to Runway End Safety Areas at Guernsey

Airport and to report back to the States in due course; and

- (2) to authorise the States Board of Administration to appoint consultants and undertake investigations and preparatory works as necessary adjacent to the eastern and western ends of the runway for potential future RESA construction, as set out in that Report, subject to the approval of the States Advisory and Finance Committee in each case.

STATES BOARD OF ADMINISTRATION

ST. PETER PORT HARBOUR – REPAIRS TO NEW JETTY

IX.- After consideration of the Report dated the 22nd October, 2003, of the States Board of Administration:-

1. To delegate to the States Advisory and Finance Committee the authority to vote credits of such further funding, in addition to the above sum of £3,282,473, to cover the increased costs of the above project, such sums to be charged as capital expenditure in the accounts of the Harbour of St Peter Port.
2. To instruct the States Board of Administration to report back to the States of Deliberation on expenditure on the above project as soon as practicable after completion of the contract.

IN THE STATES OF THE ISLAND OF GUERNSEY

ON THE 27TH DAY OF NOVEMBER, 2003

(Meeting adjourned from 26th November, 2003)

The States resolved as follows concerning
Billet d'État No. XXV dated 7th November, 2003

STATES BOARD OF ADMINISTRATION

AND

STATES COMMITTEE FOR HOME AFFAIRS

DETENTION OF SUSPECTS WITHOUT CHARGE
PROVISION OF ANNUAL STATISTICS

X.- After consideration of the Joint Report dated the 8th October, 2003, of the States Board of Administration and the States Committee for Home Affairs:-

To note the contents of that Report.

STATES AGRICULTURE AND COUNTRYSIDE BOARD

BIOTECHNOLOGY AND GENETICALLY MODIFIED ORGANISMS

XI.- After consideration of the Report dated the 23rd October, 2003, of the States Agriculture and Countryside Board:-

1. To approve the proposals for legislation on genetically modified organisms in accordance with the principles set out in that Report.
2. To direct the preparation of such legislation as may be necessary to give effect to their above decision.

STATES GAMBLING CONTROL COMMITTEE

CROWN AND ANCHOR – PLAYING ON SUNDAYS

XII.- After consideration of the Report dated the 16th October, 2003, of the States Gambling Control Committee:-

1. That section 4 (3)(a) of the Gambling (Crown and Anchor)(Guernsey) Ordinance, 1983, as amended, shall be further amended to remove the provision that a table permit shall not have effect on a Sunday (except when Christmas Day falls on a Sunday).
2. To direct the preparation of such legislation as may be necessary to give effect to their above decision.

**K. H. TOUGH
HER MAJESTY'S GREFFIER**