

A SOCIAL POLICY FRAMEWORK FOR JERSEY

May 2007

FOREWORD

Jersey is a small island with a long history of economic success. Its community is fortunate not to experience poverty, crime and social exclusion at the levels which now face many countries. Nor should we forget that much has been achieved in providing high quality services for people who do experience disadvantage and hardship in Jersey.

But there is no room for complacency. Given Jersey's economic prosperity and well-funded public services, there are areas where we should do better. The historic fragmentation of government meant that services developed in ways which were not well coordinated. And the lack of a coherent policy framework for social issues has contributed to Jersey's shortcomings. The pressure for change is accentuated by new social and health trends which, if not checked, will result in unprecedented dependency and demand for health care and social protection. Jersey stands at a crossroads and every resident has a vested interest, as individuals, businesses and communities, in the direction it now takes.

The Social Policy Framework sets out a new approach to social policy. It provides the framework through which Jersey can harness the potential which exists in the community for preventing or tackling this dependency on public services. Delivering this approach calls for recognition of the shared responsibility of the States and the people of Jersey to create a better future for individuals and the community as a whole.

Helping individuals to help themselves, their families and neighbourhoods is central to this approach. Everyone has a stake in the outcome. It is not government's job to tell people what to do. Its duty is to challenge ingrained social attitudes and ensure an understanding of individual lifestyle decisions and the implications of them for both the individual and the wider community.

Government has a key rôle in addressing the economic and social conditions that are beyond the control of any single individual; intervening to provide support to people at critical transition points in their lives, and providing protection to those in need. The Social Policy Framework ensures that the States will achieve its aims through rigorous and joined-up implementation of identified solutions that cut across inter-departmental and agency boundaries. This report promotes new approaches to service delivery and challenges long-held philosophies and the traditional way of doing things.

If we work together as a community, the Social Policy Framework will make a difference to everybody's lives in Jersey and we can look forward to a better future.

Chief Minister

STRUCTURE OF THIS REPORT

		Page
Section 1: Overview of the Social Policy Framework		
Introduction	Sets out the key principles	4 - 6
Delivering the Social Policy Framework	Sets out the framework and ten success factors	7 - 8
Supporting people at risk of dependency	Explains the proposal to help people avoid dependency	9 - 11
Understand the demand for social protection	Proposes a process to collect and use information	12-13
A joined up approach	Sets out a process to ensure coherent policy development	13-15
Section 2: Summary of recommended actions		
Provides a brief summary of the recommended actions aligned to each of the ten success factors		16-22
Section 3: Delivering Success		
Looks at the key challenges we face in delivering the ten success factors set out in the Policy Framework and the rationale for the recommendations for action that will help achieve these outcomes		24-49

Note: Referencing

References to the States Strategic Plan 2006- 2011 (“SP”) are referred to by objective and page number.

e.g. SP 1.4 / 15 is a reference to objective 1.4 on page 15 of the Plan
“The potential of the Island’s workforce is maximised”

SECTION ONE

OVERVIEW OF THE SOCIAL POLICY FRAMEWORK

INTRODUCTION

Aim

1. Jersey's Social Policy Framework is intended to help move the Island towards being a society where households are financially independent and where citizenship, neighbourliness and civil participation play an important part in Island life. This goal is summarised as:

Independent households enjoying life in a thriving community

2. People, especially those going through a major event in their lives, can find themselves in need of help to cope with their situation. They might, for example, need assistance with housing, health care, legal problems or emotional support. In Jersey, a network of organisations in the public, private and voluntary sectors exists to provide these support services, which our society depends upon – collectively called 'social protection' in this report.
3. All our social services will come under increasing pressure in future as people live longer, the population grows and social trends change. The service providers can make efficiencies but these will only go so far in meeting an increasing demand. However, through better education and awareness of potential problems, individuals can also take responsibility for their wellbeing and take steps to avoid becoming reliant on the Island's social protection network for long periods of time.
4. For example, heart surgery services can be highly efficient but unless more people take responsibility for their diet and exercise, demand will inevitably increase. Either funding has to be increased to cope with the demand or service quality suffers. Behaviour change offers the better, simpler and cheaper solution.

A partnership between the Public and Government

5. Encouraging personal and collective responsibility to prevent the adverse conditions that create dependency in the first place is an underlying principle of the Social Policy Framework.
6. Most people would prefer to lead more productive, healthy and socially rewarding lives but, in practice, their day-to-day lifestyles and behaviours do not always live up to this goal. The government is often expected to deal with the consequences.
7. People generally want better public services - but at less cost. Increased efficiency is often portrayed as the solution to spiralling costs in the public sector. Genuine efficiencies may be found, and should be sought out, but such measures only postpone the inevitable conclusion – long term sustainability depends as much on changes in personal behaviour as it does on shaving cost off services.

8. Delivering the desired outcomes of the Social Policy Framework will require greater engagement from the citizens of Jersey – it simply won't happen if the public remains disengaged and passive. A greater focus on behaviour change and achieving policy goals through the joint efforts of citizens and the States is therefore essential. A report by the UK Prime Minister's Strategy Unit in 2004 summarised the situation as follows:-

Ultimately, this is not just about the government learning a few extra techniques to 'make people eat their greens'. Rather it is about helping individuals – and communities – to help themselves... Policy tailored around a more realistic understanding of how people really do make choices and engage in society – twinned with sustained dialogue over the implications for the citizen's and state's responsibilities – should lead not only to more effective policy. It should also enable citizens to feel more in control of their own lives.¹

Key Principles

9. This Social Policy Framework is an ambitious vision. The challenge for policy makers, now and in future, is to maintain progress towards this long-term goal. They will constantly have to deliver, review and improve their policies and initiatives to make this happen.
10. At the same time, government policies have to be realistic. There will always be households that cannot maintain their own independence on a permanent basis. Challenges that affect people's quality of life will always arise.
11. The key test is how government responds to these issues. If policy makers are to implement this vision of society, their thinking should be guided by three main principles –

Promoting independence	<i>Invest in encouraging people to be more responsible for avoiding the adverse conditions that can make them dependent on social services.</i>
Supporting those at risk	<i>Further invest in helping citizens who need support to tackle problems early and effectively so that they avoid long term dependency on services.</i>
Protecting those in need	<i>Protect and support those people in need through the provision of integrated services.</i>

Where are we now?

12. People are living longer and there is a risk that the cost of providing services such as health care will increase to a point where it becomes unsustainable. If government spends less on tackling the causes of dependency, or helping people at risk to turn their lives around, it will ultimately need to spend more on social protection.
13. The government's decisions on social policies already fall into three broad categories, which reflect the three main principles listed above. They are prevention,

"If government spends less on tackling the causes of dependency, or helping people at risk to turn their lives around, it will ultimately need to spend more on social protection."

¹ 'Personal Responsibility and Changing Behaviour: the state of knowledge and its implications for public policy' Prime Minister's Strategy Unit, February 2004

rehabilitation or protection. Policy makers may not consciously make these distinctions, but each decision they take means more resources are invested in one of these approaches.

14. It is generally acknowledged that Jersey has not had a clearly articulated and joined up social policy. In 2001, a review of social policy in the Island concluded that:

'Social policy development was thought to be constrained by political structures and procedures that encouraged 'short-termism' and inhibited the exercise of political leadership... Respondents argued that the committee structure did not necessarily map well onto social problems, resulting in fragmentation and inhibited policy development'²

15. In the absence of any overall aim or guiding principles, policy decisions that impact on social issues in Jersey have tended to be driven by the business needs or budgets of specific States Committees or the agendas of individual politicians. By default, the 'social policy' of the States has been weighted towards the 'quick fixes' of managing and funding social protection rather than creating and supporting independence.

"By default, the 'social policy' of the States has been weighted towards the 'quick fixes' of managing and funding social protection rather than creating and supporting independence."

16. However it is also important to note that progress is being made. The Strategic Plan 2005 – 10 set out an initial framework of policies which were intended to offer a more coherent approach. New initiatives such as the reform of the welfare system, the introduction of Income Support and the New Directions programme to redesign health and social care services in Jersey, are already under way. These all feature in the new Strategic Plan 2006-11, which has taken another step forward in developing a coherent approach to policy needs and priorities.

Making it Happen

17. The Aim and Key Principles of the Social Policy Framework must become ingrained in the States as part of policy development. They need to be an automatic part of the decision making process for the Council of Ministers, States departments, and should be adopted as the basis for testing new policies by the relevant Scrutiny Panels.
18. It is recommended that all major new policies that relate to social issues should be formally assessed against the Aim and Key Principles of the Social Policy Framework. In future, policy proposals should therefore explain how the initiative impacts on the principles of prevention, rehabilitation and protection and why the proposed emphasis is the preferred or most sustainable option. This should apply to any social policy proposal presented to the States.

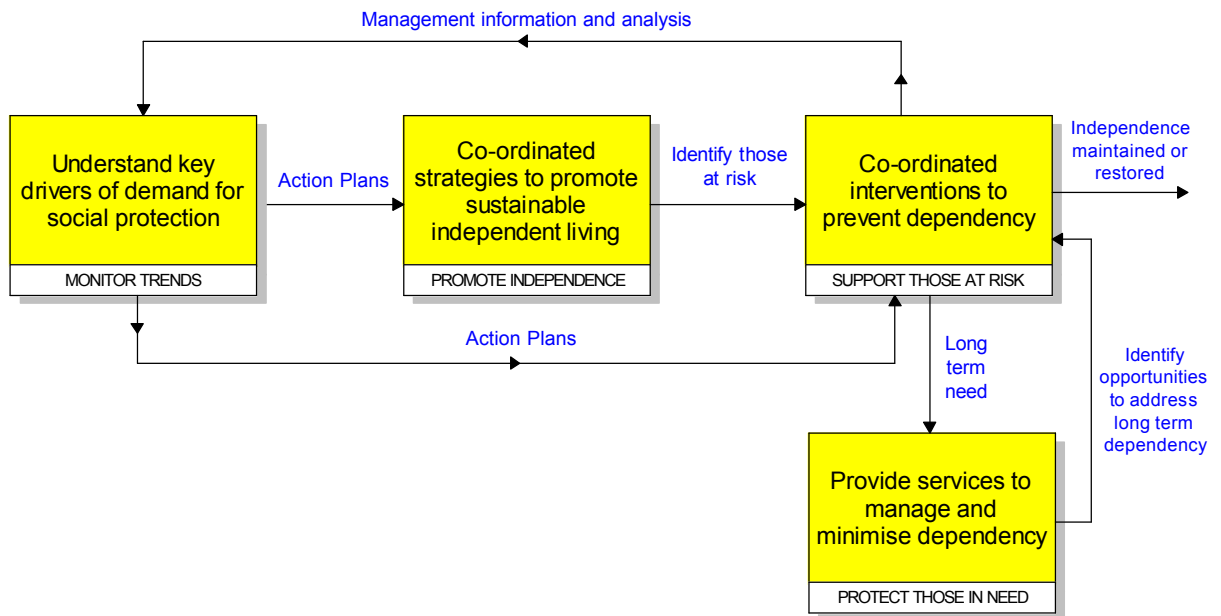
Corporate Recommendation 1

All major policy initiatives that impact on social issues in Jersey should be assessed against the Aim and Key Principles of the Social Policy Framework.

² 'Towards a Fairer Society' by Professor Robert Walker, University of Nottingham.

DELIVERING THE SOCIAL POLICY FRAMEWORK

19. The Aim and Key Principles of the Social Policy Framework work in tandem with one another as set out below.



20. If the States are to make progress towards the aim of “independent households enjoying life in a thriving community”, policy makers must be clear in their minds about what success looks like. The Social Policy Framework identifies ten ‘**success factors**’ that are critical to achieving the overall aim. Again, they are aspirational – it is unlikely that they will ever be achieved in their entirety. But nor should we settle for anything less as a goal of public policy. The extent to which we do can be measured in the need for social protection.

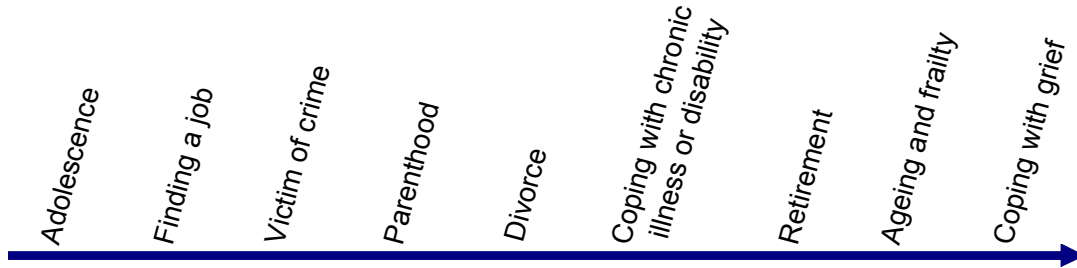
- ***Society promotes the wellbeing and independence of older people***
- ***People enjoy good health***
- ***The economy provides a sufficient supply of jobs with adequate earning potential***
- ***People have the education, skills and training necessary to access jobs with adequate earning potential***
- ***Households are able to maintain financial independence in retirement***
- ***Households can access suitable accommodation for their needs***
- ***Essential goods and services are competitively priced and accessible to all***
- ***Families are supported***
- ***People are socially responsible***
- ***Communities are integrated and cohesive***

Independent households enjoying life in a thriving community

↓	Success Factors	<i>What are the key principles driving States policy?</i>		
		PROMOTE INDEPENDENCE	SUPPORT THOSE AT RISK	PROTECT THOSE IN NEED
1	Society promotes the wellbeing and independence of older people	Society embraces demographic change and creates an environment where older people live life to the full	Support services go beyond traditional clinical and care issues to help people at risk to maintain the aspects of their lives they most value	Equitable access is provided to intensive home care or residential care for households whose care needs prevent them living independently
2	People enjoy good health	People are informed, encouraged and supported to achieve better health by pursuing healthier lifestyles	People who have illness, injury or disability receive appropriate interventions to treat or manage their condition and maintain their independence	Households that cannot live independently due to health conditions receive appropriate support
3	The economy provides a sufficient supply of jobs with adequate earning potential	Develop and facilitate economic growth in market sectors that give local people access to jobs with adequate earning potential	Local people who find themselves at risk of hardship as a result of structural change in the economy are supported to develop new skills	Households that cannot live independently due to low earning capacity receive appropriate support
4	People have the skills/training to access jobs with adequate earning potential	Develop education and training programmes that are aligned to worthwhile employment opportunities	Local people who suffer from skills shortages are supported to secure independence by realizing their earning potential	Households that cannot live independently due to low earning capacity receive appropriate support
5	Households are able to maintain financial independence in retirement	Raise awareness of and incentivise long term provision to maintain financial independence in retirement	People who are not making adequate provision for retirement receive appropriate advice and support	Households that cannot live independently due to low retirement income receive appropriate support
6	Households can access suitable accommodation for their needs	Ensure that there is a co-ordinated approach to the supply of affordable and decent accommodation to rent or buy at the lower end of the housing market	Households that live in unsuitable accommodation are supported to find appropriate solutions	Households that cannot address their accommodation needs independently are provided with social housing
7	Essential goods and services are competitively priced and accessible to all	Monitor and regulate competition in the open market and also ensure that the needs of vulnerable consumers are met	Identify disadvantaged consumers in the community and how the provision of goods and services can be improved for these households	Households that cannot afford essential goods and services receive appropriate support
8	Families are supported	Develop facilities and services that support families at all stages of the life course	Families facing critical transition points receive specialist advice and support	Individuals who are at risk of neglect or abuse in the family environment receive appropriate protection and support
9	People are socially responsible	Policies tailored around an understanding of how people make choices and engage in society entrench personal responsibility and restraint as a social norm	Individuals identified as being at risk of engaging in chronic anti-social and offending behaviour receive targeted support	Deliver targeted interventions for individuals and families identified as engaging in chronic anti-social and offending behaviour
10	Communities are integrated and inclusive	Develop and co-ordinate support services that help neighbourhoods and communities build social capital	Communities and neighbourhoods that experience social problems receive interventions to help improve their quality of life	Provide protection and support to vulnerable households, groups and neighbourhoods whose quality of life is threatened by abuse

SUPPORTING PEOPLE AT RISK OF DEPENDENCY

21. Many people experience problems at times of major change in their lives. These key 'transitions' include the following –



22. People can react to these transitions by developing new patterns of behaviour to respond to their changed circumstances. If they struggle to cope, problems can develop and become entrenched in habitual ways of thinking, feeling and behaving. The longer these behaviours persist, the more difficult they are to change. This can result in employment problems and disengagement from the mainstream of society.
23. Providing appropriate support and advice to help buttress people in new coping behaviours is sometimes all that is required to prevent them sliding into unnecessary dependency. The key challenge for government is to organise the provision of cost effective services, either directly or in partnership with others, which can provide appropriate support at the right time.

Where are we now?

24. There are a variety of services in Jersey, provided by both the public and voluntary sectors that are designed to support clients through periods of transition. In the most advanced examples, clients are assessed and receive a tailored programme of support designed to meet their needs. In Health and Social Services, for example, these 'support pathways' are already recognised as best practice and Social Security's Workwise Scheme is a similar concept. The opening of The Bridge in 2006 also represented a major step forward, with parenting and other community support services being co-located at one site.

Nevertheless, these 'support pathways' have evolved piecemeal, provided independently by different agencies to support people with different needs, and not as part of a wider social strategy.

“Support pathways have evolved piecemeal, provided independently by different agencies to support people with different needs, and not as part of a wider social strategy.”

25. Each individual pathway is intended to provide the best possible outcome for the client and this usually involves helping them retain or regain their independence. Unfortunately, however, the absence of a coherent strategy means that the existing support pathways do not act as a comprehensive filter for social protection services. There are still gaps through which people directly access long term social protection without any assessment as to whether they can be supported through a period of transition to build an independent future.
26. People, when vulnerable and weakened, tend to choose the easiest option, not necessarily the one that will ultimately help them make the most of their circumstances. Service providers often face a conflict between decisions based on fear or principle (what

the customer wants and what they need). A risk averse culture has developed where the option of avoiding confrontation and making sure nothing goes wrong often prevails. All too often the easier option encourages dependency.

27. For some people, there is of course a real and pressing need for long term social protection. With support, they may be able to achieve a greater degree of self-sufficiency, but their circumstances are such that they will always be dependent to some degree. Currently, however, the system in Jersey is not generally geared to making a distinction between short and long term need.
28. At present, for example, a family with a low income can apply for subsidised social housing. Provided their income at that time meets the acceptance criteria, they effectively gain access to social housing for life. Even if their income improves, the 'maximum fair rent' they could pay in social housing is still currently up to 20% below market rates.
29. Had the housing application triggered an assessment of their needs, it might have identified *why* the household was on a low income and whether short term support to address, for example, health or employment issues, might have been the most appropriate way forward. A support package might include the temporary provision of subsidised housing but the aim would be to help that family achieve an independent future.
30. In the absence of such a system, the States accumulates unnecessary cost in continuing to 'protect' households that are capable of being self-sufficient. Over 20% of households living in States social housing now have incomes that are too high to qualify for rent abatement. Social rental housing is supposedly dedicated to individuals or families with financial or social needs, but several hundred tenant households have incomes that are amongst the top 40% in the Island.³ At the same time, the States maintains waiting lists for people in urgent need and invests significant capital in building more social housing.

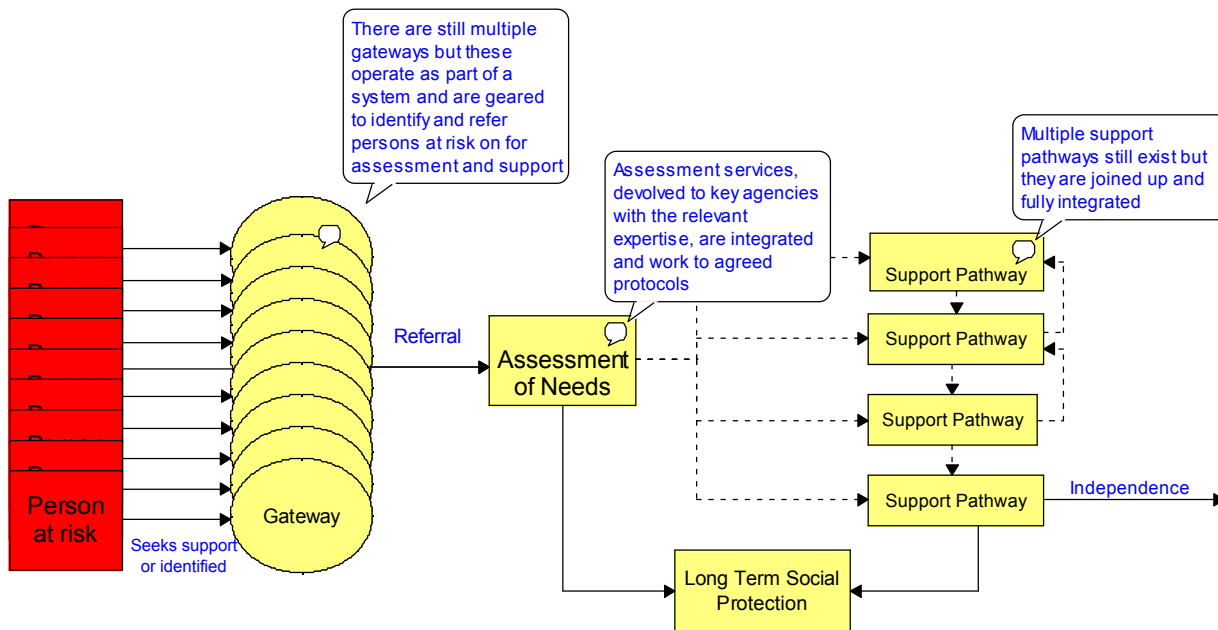
"...several hundred tenant households living in social housing have incomes that are amongst the top 40% in the Island."

Making it Happen

31. The key challenge is to develop and manage a joined-up system of support pathways for people facing key transition points in their lives in Jersey. Many existing pathways run in parallel with one another and creating common points of entry and assessment processes will reap significant benefits in terms of accessibility, efficiency, equity and capacity. It will also avoid duplication of activities and resources, particularly where clients are dealing with more than one transition at a time. This requires –
 - an agreed core list of key transitions around which support pathways will be based;
 - an agreed list of agencies in the public, private and voluntary sectors that will serve as 'gateways' into these support pathways;
 - an agreed set of guidelines and protocols to which gateway agencies will adhere in referring clients for assessment;
 - a systematic referral process that is properly managed, reviewed and improved;

³ The 2004/05 Household Expenditure Survey identified that one in 12 households in social housing were in the top two income quintiles in Jersey. Allowing for sample size, between 200 and 500 households (at 95% confidence level) in social rental accommodation have income levels on this scale.

- a joined up network of assessors who can build client relationships and access the services provided by different support pathways.
32. These gateway agencies will work to agreed review protocols and procedures with the intention of facilitating early assessment and, where appropriate, intervention and support. Assessment itself will be devolved to existing services and would not be provided through a centralised function.
33. Management information is essential to monitoring the performance of the gateways and the pathways themselves. This is not about sterile book-keeping but the development of a meaningful performance culture that helps –
- identify volume of demand and so gives insight into key social trends;
 - understand the resource implications of this demand for different support pathways;
 - understand ‘what works’ so that resources are committed wisely and effectively.



Corporate Recommendation 2

The States should develop a joined up system of "Support Pathways" that provide tailored support, to help people experiencing problems to build an independent future or reduce levels of dependency.

UNDERSTAND THE DEMAND FOR SOCIAL PROTECTION

34. Applying the three key principles of the Social Policy Framework requires investment in services. But resources are limited and policy makers will have to achieve the right balance in investment between the three different approaches. In order to make these choices, they need two types of information:
- Data about trends in demand for social protection services. Why are households finding themselves in need? Is it because of health issues? Is it because of a lack of skills and training? Is it because of family circumstances or lack of retirement income?
 - How effective are different strategies and initiatives in tackling the problems? Unless measures are in place to monitor progress, it is impossible to decide what works and where to invest resources.
35. Social policy development needs to be based on real evidence and data about Jersey issues. Simply collecting data achieves nothing. To inform social policy data have to be understood and used in order to draw conclusions and make evidence-based recommendations for action.

Where are we now?

36. Data on social issues is gathered in two ways: (1) as part of an administrative function of individual departments (e.g. information gathered by the Housing department from those applying for States housing) and (2) survey data.
37. Many States departments gather accurate administrative data and use them to deliver and improve their services or build business cases for further investment. The focus of their data collection is, however, on their individual business needs. Sharing detailed data is often not possible due to data protection issues (because data have been collected for a specific purpose). Whilst at an aggregated level data only tends to be shared on an ad hoc basis so that policy makers have little detailed understanding of policy areas other than their own.
38. Our understanding of social issues has advanced significantly over the past two years due to the Jersey Annual Social Survey (JASS), run by the Statistics Unit on behalf of all Government departments. This initiative means that detailed data on the whole population are now collected on a range of social issues that are determined by departmental needs, but with the benefit that the topics can be cross-analysed and thus provide greater value. Some issues covered so far have included, health, obesity, smoking, drinking, social capital, housing conditions and pension planning.
39. However, JASS is still developing and whilst the Statistics Unit has changed the funding arrangements to allow a more strategic view to determine the topics that are covered, topics will be predominantly determined by individual departments. Equally, whilst a statistical report of the survey is produced by the Statistics Unit, no-one is currently responsible for understanding and acting upon the aggregated information on overall social policy that the survey provides apart from at detailed departmental level.
40. Thus whilst a wide range of data are available the following steps are needed to properly develop an integrated approach to taking social protection:

- greater sharing of aggregated administrative data across government;
- reforming the collection of administrative data so it can meet the requirements of more than one department whilst avoiding duplication;
- ensuring the majority of issues covered by JASS are truly strategic;
- establishing corporately defined overall measures to provide a regular insight into social issues in Jersey;

- establishing a single service to provide a policy overview of social trends and evaluate what works in addressing social problems.

Making it Happen

41. Some of these changes may take time, however, in order to achieve them it is necessary to -
- define the corporate information needs that will inform policy makers about key social trends;
 - develop and implement a sound and systematic process to gather the required data and ensure it is properly managed, reviewed and improved;
 - provide corporate policy analysis of this information to understand what is driving key social trends and so help make informed policy and strategy decisions.
42. Any new initiatives should have clearly defined objectives and identify means of measuring their success so that States policy makers can review their effectiveness when they make resourcing decisions.
43. This recommendation does not entail a centralisation of departmental research and analysis services, which are still required to service departmental business needs. Given the resource constraints faced by the States, the creation of a new post to manage the data collection process and provide high level analysis is unlikely to be feasible and so the new arrangements will have to make full use of the existing resources.

Corporate Recommendation 3

Introduce a systematically designed and managed corporate process for the collection and analysis of data to inform and evaluate social policy decisions in Jersey

A JOINED UP APPROACH

44. Jersey is still in transition from the government system and structure described in *Towards a Fairer Society* in 2001.⁴ The introduction of ministerial government and the approval of a new States Strategic Plan⁵ represent two major steps forward in addressing this legacy. Nevertheless, we should remain acutely aware that the decisions about what gets done at an operational level are still based in the States departments.

“Many social issues cut across these departmental boundaries and it is often impossible for individual departments to appreciate the full scale and implications of a social problem.”

⁴ See page 5

⁵ States Strategic Plan 2006 -2011

45. Many social issues cut across these departmental boundaries and it is often impossible for individual departments to appreciate the full scale and implications of a social problem. If the States business planning process relies on a 'bottom up' process – where States departments identify their own objectives and corporate involvement is largely focussed on resolving competing priorities – there will not be a joined-up approach to some important social issues. This would perpetuate the problem identified in 'Aiming for a Fairer Society' in 2001:

'...there was recognition that the machinery of government did not map well onto prevailing social issues and that structures to promote strategic approaches to policy were required.'

46. Corporate policy makers - the senior civil servants and Ministers – therefore have a crucial rôle to play in identifying key social trends and their implications, promoting awareness of these issues and giving a corporate steer on the priority key departments should give to addressing them.
47. Implementing Corporate Recommendation 4 (see below) will give the Council of Ministers and their advisors the strategic view currently lacking in the development of social policy. The key challenge will be to develop a mechanism that enables them to use the wealth of information at their disposal most effectively. It is proposed that the annual business planning process is preceded by the creation of a Strategic Social Assessment, which reviews social issues and trends and predicts their impact on services in the short and long term. The Assessment will also review the effectiveness of current policy responses to those issues.
48. The Strategic Social Assessment will help policy makers to identify any social issues that involve more than one department and require a coordinated response. This overview will help the Council of Ministers take advice from officers with cross-departmental perspectives, such as the Medical Officer of Health, and will refocus its attention on the long term social objectives by evaluating -
- Are we clear about the outcomes?
 - Does the scale of what we are doing match the scale of the need?
 - How mature is our strategy – is it being deployed as intended?
 - Are we joined up? (efficient & integrated)
 - Are we still satisfied that the collective strategies will deliver the objective?
49. The Council of Ministers will then be in a position to make recommendations to States departments concerning policy priorities for the year ahead. These 'Policy Recommendations' would set the social policy agenda for the coming year and ensure a corporate approach to prioritising new social policy initiatives. Departments would have to take these Policy Recommendations into account in their planning processes and should be held to account in a review system that monitors progress.

Corporate Recommendation 4

A formal process should be introduced to -

- *produce an annual Strategic Social Assessment*
- *issue overarching Policy Recommendations*
- *rigorously review compliance*

FOLLOWING SECTIONS

50. Section 2 provides a brief summary of the recommended actions aligned to each of the ten success factors.
51. Section 3 will look at the key challenges we face in these areas and the rationale for the recommendations for action that will help achieve these outcomes.
52. References to the States Strategic Plan are provided where appropriate.

SECTION 2

SUMMARY OF RECOMMENDED ACTIONS

1	Society promotes the wellbeing and independence of older people pp 25-26 SP2.1 /18 SP3.6 & SP3.7 / 24
1.1	<i>Review progress in the implementation of ISAS, allocate lead responsibility and define targets for ongoing delivery.</i>
1.2	<i>The joined up system of Support Pathways proposed under Corporate Recommendation 2 should place particular emphasis on integrating pathways and developing the services for the elderly identified in ISAS.</i>
1.3	<i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor the implementation and impact of ISAS.</i>
1.4	<i>The Strategic Social Assessment proposed under Corporate Recommendation 4 should include ageing society and the deployment and impact of ISAS as standing items.</i>
2	People enjoy good health pp 27-29 SP2.2 /18 SP2.3 /19 SP2.9 /21
2.1	<i>The joined up system of Support Pathways proposed under Corporate Recommendation 2 should incorporate health care pathways.</i>
2.2	<i>The new Health Improvement Strategy should prioritise changes in health behaviours and assign cross-departmental responsibilities and targets. Its impact should be robustly audited by the Council of Ministers through the annual Strategic Social Assessment</i>
2.3	<i>Health care pathways should be incorporated into the joined up system of Support Pathways proposed under Corporate Recommendation 2.</i>
2.4	<i>The States should monitor the key drivers of sickness in the public sector and develop appropriate internal health promotion initiatives to improve the health, wellbeing and productivity of its own workforce.</i>
2.5	<i>A population database should be introduced as a priority to facilitate screening and immunisation programmes.</i>
2.6	<i>The new corporate data collection process proposed under Corporate Recommendation 3 should identify and gather data required to monitor -</i> <ul style="list-style-type: none"> ■ <i>overall trends in the health of the population and defined age groups;</i> ■ <i>the impact of health improvement strategies;</i> ■ <i>departmental performance in delivering assigned health improvement targets;</i> ■ <i>volume of demand for social protection where health is a contributory factor;</i> ■ <i>impact of support pathways in reducing demand for social protection.</i>

2.7	<i>The Strategic Social Assessment proposed under Corporate Recommendation 4 should include a health profile of the population and a review of the data collected above as a standing item. The Medical Officer of Health should be a key contributor to the Assessment.</i>
3	The economy provides a sufficient supply of jobs with adequate earning potential SP1.2 /14 SP1.4 /15 SP2.11 /21 pp 30-31
3.1	<i>The Strategic Social Assessment proposed under Corporate Recommendation 4 should include a review of job value as a standing item. The Economic Adviser should be a key contributor to the Assessment.</i>
3.2	<p><i>Develop and implement a research project focussing on low value jobs in the labour market to identify -</i></p> <ul style="list-style-type: none"> ■ <i>The division between local and migrant labour employed in the lower end of the employment market;</i> ■ <i>Are these sectors of the economy generally serving as a stepping stone for better value employment opportunities for local people;</i> ■ <i>How many local employees working in these sectors are the earners in their households;</i> ■ <i>How many employees working in these sectors of the economy are in households requiring social protection;</i> <p><i>The demographic and education profile of local people employed in these sectors of the economy.</i></p>
3.3	<p><i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor -</i></p> <ul style="list-style-type: none"> ■ <i>the balance between high, medium and low value jobs across all sectors of the economy;</i> ■ <i>the impact of economic growth strategies on job value across all sectors of the economy;</i> ■ <i>volumes of demand for social protection where employment earnings are a contributory factor.</i>
4	People have the education, skills and training necessary to access jobs with adequate earning potential SP1.4 /15 SP2.5 /19 SP2.6 /20 SP2.7 /20 pp 32-34
4.1	<i>The Strategic Social Assessment proposed in Corporate Recommendation 4 should include a review of employment data as a standing item.</i>

4.2	<i>Employment services pathways should be incorporated into the joined up system of Support Pathways proposed in Corporate Recommendation 2.</i>
4.3	<i>Develop and provide ongoing analysis of skills requirements in the market place to ensure that vocational education and training programmes match the perceived needs of the labour market.</i>
4.4	<i>Develop an overarching employment services strategy, to include a review of careers advisory services, with which all agencies comply in order that resources can be most effectively utilised and duplication removed.</i>
4.5	<i>Information needs on the aspirations of, opportunities for, and recruitment of graduates should be defined and processes put in place to gather this information.</i>
4.6	<i>Develop greater support and interaction with young people (including those who may have been disengaged from the education system) to ensure that life skills and transferable competencies can start to be developed prior to them having long spells out of the labour market.</i>
4.7	<i>The States of Jersey should review barriers to entry to graduates within the public sector and encourage appropriate graduate recruitment.</i>
4.8	<p><i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor -</i></p> <ul style="list-style-type: none"> ■ <i>the skills base of the local population ;</i> ■ <i>the impact of skills and training strategies on key target groups;</i> ■ <i>employment trends for school leavers and graduates;</i> ■ <i>demand for skilled and unskilled non-qualified labour;</i> ■ <i>volumes of demand for social protection where skills and training needs are a contributory factor;</i> ■ <i>the impact of employment support pathways in reducing demand for social protection.</i>
5	Households are able to maintain financial independence in retirement pp 35-36 SP2.1 /18 SP3.6 /24

5.1	<p><i>Develop an overarching retirement income strategy that -</i></p> <ul style="list-style-type: none"> ■ <i>Raises awareness of the importance of making provision to support continued independence in retirement;</i> ■ <i>Reviews current barriers to retirement planning;</i> ■ <i>Identifies and facilitates other opportunities for households to fund ongoing living expenses in older age such as -</i> <ul style="list-style-type: none"> ○ <i>capital release schemes to support asset rich-cash poor households;</i> ○ <i>working beyond normal retirement age;</i> ○ <i>incentivised savings schemes.</i>
5.2	<p><i>Review employment conditions for States employees to encourage and facilitate post-retirement age working.</i></p>
5.3	<p><i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor -</i></p> <ul style="list-style-type: none"> ■ <i>uptake of private and occupational pensions or other reliable sources of retirement income amongst current pre-retirement cohorts;</i> ■ <i>the number and proportion of new and existing pensioner households requiring social protection;</i> ■ <i>the value of social protection benefits required by new and existing pensioner households;</i> ■ <i>the effectiveness of initiatives that encourage people to plan for their retirement;</i> ■ <i>changes in household composition, family and social networks ;</i> ■ <i>how older people use resources at different stages in later life.</i>
5.4	<p><i>The Strategic Social Assessment proposed in Corporate Recommendation 4 should include a review of retirement income and pension trends as a standing item.</i></p>
6	<p>Households can access suitable accommodation for their needs pp 37-38 SP3.8 /25 SP4.7 /28</p>
6.1	<p><i>Develop a central register of applicants for social housing.</i></p>
6.2	<p><i>Clarify the role of the States, Housing Trusts and the private sector in providing social housing for vulnerable and disadvantaged households and competitively priced private rental accommodation.</i></p>
6.3	<p><i>Housing should be a gateway to an integrated system of support pathways as proposed under Corporate Recommendation 2 so that applicants for social housing receive an appropriate assessment of their needs and their potential to regain their independence with targeted support.</i></p>

6.4	<p><i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor housing need in Jersey by identifying-</i></p> <ul style="list-style-type: none"> ■ <i>demand for social housing;</i> ■ <i>value of rent abatement;</i> ■ <i>circumstances of applicants for social housing;</i> ■ <i>reasons driving the turnover of social housing.</i>
7	Essential goods and services are competitively priced and accessible to all pp39-41 SP1.7.3 /16
7.1	<i>The Strategic Social Assessment proposed in Corporate Recommendation 4 should include a review of consumer disadvantage as a standing item.</i>
7.2	<p><i>There should be a review of the Jersey Consumer Council to redefine its role and purpose and agree the resources necessary to investigate consumer issues and provide an independent insight into:</i></p> <ul style="list-style-type: none"> ■ <i>key problematic markets, products or transactions in Jersey;</i> ■ <i>who are the vulnerable or disadvantaged consumers in Jersey;</i> ■ <i>how we can best assist Jersey's vulnerable or disadvantaged consumers.</i>
7.3	<i>The review of the Jersey Consumer Council should consider the development of an effective mechanism for consumer input into the decision taking process in Jersey.</i>
7.4	<i>A tool should be developed to evaluate policies aimed at funding improvements in access for disadvantaged consumers to essential goods and services.</i>
8	Families are Supported pp 42-43 SP2.7.1 /20
8.1	<i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor family demographics.</i>
8.2	<i>Develop an overarching Family Policy which identifies key transition periods for families in the life course and provides support services and facilities to support families through these periods.</i>
8.3	<i>A new Early Years Strategy for Jersey should take into account not only the acknowledged benefits to child development but also identify the contribution to other objectives of the Social Policy Framework.</i>
8.4	<i>Implement a research project focussing on family carers in Jersey to identify their commitments and needs, current services and information networks, service gaps and unmet needs.</i>

9	People are socially responsible SP3.2 /23 SP3.3 /23	pp 44-46
9.1	<i>The Strategic Social Assessment proposed in Corporate Recommendation 4 should include a review of crime and disorder trends as a standing item.</i>	
9.2	<i>Enhance school curriculum on citizenship, positive and responsible behaviours.</i>	
9.3	<i>Develop and implement a referral process to identify and engage 'at risk' individuals with integrated support pathways that will address issues with positive and responsible behaviour.</i>	
9.4	<p><i>Develop a shared consensus between the agencies involved in the prosecution process on joined-up policies to address key anti-social behaviours and -</i></p> <ul style="list-style-type: none"> ■ <i>review opportunities to introduce new and innovative approaches designed to promote behavioural change;</i> ■ <i>ensure that criminal justice processes are aligned to these policies;</i> ■ <i>agree end-to-end measures for the criminal justice process, including outputs and outcomes and hold agencies to account for delivery.</i> 	
9.5	<p><i>The corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather data required to -</i></p> <ul style="list-style-type: none"> ■ <i>monitor offending patterns and demographics;</i> ■ <i>monitor the 'signal offences' that impact on fear of crime;</i> ■ <i>measure outputs and outcomes of the criminal justice process;</i> ■ <i>evaluate the effectiveness of intervention strategies.</i> 	
10	Communities are integrated and inclusive SP5.1 /30 SP5.2 /31	pp 47-48
10.1	<i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor social capital in Jersey.</i>	
10.2	<p><i>Review the rôle of the parishes in -</i></p> <ul style="list-style-type: none"> ■ <i>helping to build social capital within their communities;</i> ■ <i>acting as gateways for the integrated system of Support Pathways.</i> 	

SECTION 3

DELIVERING SUCCESS

Introduction

Section 1 of this paper identified the four Corporate Recommendations underpinning a new Social Policy Framework for Jersey. It also identified ten 'success factors' deemed critical to delivering the overall aim of 'independent households enjoying life in a thriving community.'

Section 2 provided a brief summary of the recommended actions aligned to each of the ten success factors.

This section provides a more detailed summary as to why the ten success factors were chosen and the rationale for the recommended actions.

Referencing:

References, where appropriate, to the States Strategic Plan 2006- 2011 ("SP") are referred to by objective and page number.

e.g. SP 1.4 / 15 is a reference to objective 1.4 on page 15

"The potential of the Island's workforce is maximised

Success Factor One: Society promotes the wellbeing and independence of older people

1. In 2002, there were nearly 14,700 people above working age in Jersey, representing about 16% of the Island's population. By 2031, about 27,000 people, 30% of the population, will be above working age. This is not just a demographic bulge, but an unprecedented permanent shift in the make up of our society.
2. All people invariably strive to live to an old age. The fact that so many of us now achieve that ambition is something to be celebrated.

*'Viewed as a whole, the problem of ageing is no problem at all. It is only the pessimistic way of looking at a great triumph of civilization.'*⁶

3. Nevertheless, population ageing will have far reaching consequences for our society. The challenge is to ensure that we make the changes necessary, both individually and as a community, to keep up with this new demographic reality.

*'Either our countries will make decisions about adapting to our ageing societies, or those decisions will be made for us by the sheer force of demographics and economics. It becomes a question, of whether we will manage the change, or whether change will manage us.'*⁷

4. Older people are often perceived as being dependent and frail and investment is focussed on a narrow range of intensive services that support them in times of crisis. The challenge is to refocus services towards promoting wellbeing and independence, helping older people to stay healthy and active and encouraging their participation and contribution to the community.
5. Jersey has already had the foresight to develop an 'Island-wide Strategy for an Ageing Society' (ISAS) to address these challenges. But whilst ISAS itself is sound and comprehensive, actual deployment of its content has been fragmented. Its influence is evident in the Strategic and Annual Business Plans, but the lack of a corporate approach to cross-cutting social policy deployment has inhibited progress.
6. ISAS provided a systematic appraisal of proposed changes to meet the challenge of Jersey's ageing society. It remains a vital document and the Social Policy Framework does not attempt to 'reinvent the wheel'. Rather, it seeks to add value by –
 - putting the structures in place to give fresh impetus to ISAS;
 - highlighting challenges we face if the aim of 'independent households living in a thriving community' is to embrace the wellbeing and engagement of older people.
7. A key starting point is to review what progress has been made with ISAS since 2003, evaluate it against the key principles of the Social Policy Framework and establish a new baseline against which priorities can be set and progress monitored.

How will the Social Policy Framework add value?

8. The ISAS report concluded by stating:

⁶ Frank Notestein, 1954

⁷ Novelli WD, *A Paradigm Shift: From the Challenges to the Opportunities of Ageing Populations*, Presentation to the UN, June 2003

'The variables impacting upon our ability to plan well for the future are so numerous and uncertain that to cast a strategic response in stone for thirty years hence would be folly. Instead, it is the intention of the ISAS group to produce a dynamic strategy... that will be regularly updated over time to keep abreast of innovation and changes to our political, economic, social and technological environment.'

9. The required insight is not currently available. Corporate Recommendation 3 proposed developing a corporate process for the collection and analysis of data to inform and evaluate social policy decisions. This will provide the appropriate mechanism to gather the required information. The Strategic Social Assessment proposed under Corporate Recommendation 4 will then provide the means of keeping the Council of Ministers abreast of the implementation and impact of ISAS and the catalyst for intervention and action as required.
10. Corporate Recommendation 2 of the Social Policy Framework recommends the creation of a joined up system of Support Pathways that provide tailored support to help people through periods of transition. Those transitions include pertinent themes such as –
- ⇒ *Coping with chronic illness or disability*
 - ⇒ *Retirement*
 - ⇒ *Ageing and Frailty*
 - ⇒ *Coping with grief*

By pulling these pathways into one, integrated structure, with defined points of entry, co-ordinated assessment and review protocols and procedures, the Social Policy Framework will help facilitate the equitable access and provision of improved services recommended by ISAS.

RECOMMENDATIONS FOR ACTION:	
SP2.1 /18 SP3.6 & 3.7 /24	
1.1	<i>Review progress in the implementation of ISAS, allocate lead responsibility and define targets for ongoing delivery.</i>
1.2	<i>The joined up system of Support Pathways proposed under Corporate Recommendation 2 should place particular emphasis on integrating pathways and developing the services for the elderly identified in ISAS.</i>
1.3	<i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor the implementation and impact of ISAS.</i>
1.4	<i>The Strategic Social Assessment proposed under Corporate Recommendation 4 should include ageing society and the deployment and impact of ISAS as standing items.</i>

Success Factor Two: People enjoy good health

Why is this important?

1. If people cannot maintain good health, they may not be able to work regularly and are more likely to become dependent. Ill health may also prevent them from participating fully in their communities and their disengagement from mainstream society is made worse.

Where are we now?

2. Jersey is witnessing health trends, driven by lifestyle behaviours that, left unchecked, will create unprecedented demand for health care and social protection and put enormous strain on the economy over the next few decades.

- there are real warning signs that Jersey is following in the steps of the UK towards an obesity epidemic. To take just one example of the consequences, obesity is a major contributory factor to the onset of diabetes. Currently about 3% of our population have the disease but it is increasing at a rate of 9% per year. It is predicted that up to 20% of the Island's population will be diabetic by 2020. Even at today's prevalence rates, hospitals in the UK spend 10% of their budgets treating the disease and managing its complications.⁸

It is predicted that up to 20% of the Island's population will be diabetic by 2020.

- A stubbornly high proportion of our population continue to smoke despite the fact that half of these smokers will be killed by it - losing an average of 16 years of life. But the habit isn't dying - the prevalence of smoking amongst school children in Jersey is higher than in the UK.
- Alcohol consumption per head in Jersey is over 1.5 times the UK average. Binge drinking is fast establishing itself as a social norm as younger generations emulate their peers - drinkers under the age of 16 are drinking on average twice as much as they did a decade ago. Aside from the immediate health risks of accidental or violent injury, there is evidence that binge drinking is worse for your general health than spreading the same amount of alcohol over a week. There are other social consequences too - offending rates are substantially higher among binge drinkers, with the differences being particularly marked for fights and other violent offences.

3. The number of 'working years' lost to certificated sickness has doubled since 1990 and long term incapacity is now the main contributor. About 5% of the Island's productive capacity is now lost annually to incapacity. At face value, the health of our working age population is declining. The alternative view is that our existing health and social security systems allow and sometimes even promote unnecessary dependency. This mirrors experience elsewhere. In the UK, benefits for the long-term sick and disabled trebled in the fifteen years after 1979, despite generally rising standards of health - leading to calls for a more objective test of incapacity for work.

The number of 'working years' lost to incapacity has doubled since 1990.

4. The States is not standing still in response to these issues. In September 2006, the Medical Officer of Health published a health profile of the Island's population and made key recommendations for action in her annual report. The States Strategic Plan already includes major initiatives focussing on the health and wellbeing of the population –

⁸ Report on Diabetes in the UK, Diabetes UK, October 2004. Overall, it was estimated that diabetes and associated conditions cost the NHS £6,700 a minute.

- Health and Social Services are working on a major review of health and social care services in Jersey and developing a new Health Improvement Strategy;
- Education, Sport & Culture are piloting Personal, Social & Health Education in schools;
- Social Security will introduce a unified Income Support system by mid-2007, review the existing health insurance scheme by 2010 and develop programmes that support people with long term health conditions to retain or find employment.

Key Challenges

5. Increasing demand as a result of our ageing population is often perceived as the key challenge facing the Island's health and social care services over the next few decades. But this would be more manageable if the population was healthy and the need for significant medical and social care was compressed into the last few years of life.
6. The demographic shift poses a far greater problem when unhealthy lifestyles lead to the early onset of preventable chronic diseases. It is not so much an issue of age but lifestyle. In the UK, four in five deaths amongst under-75s are attributable to circulatory disease, cancer and respiratory illness. Lifestyle factors – such as diet, exercise and smoking – play a major rôle in virtually all of these diseases.
7. The challenge for the States is to succeed where other governments have failed and engage the population to take responsibility for their own health and adopt healthier behaviours. Relying on traditional approaches will not make the necessary difference.
 - If the only States Department that is truly accountable for the delivery of the new Health Improvement Strategy is Health and Social Services, there can be no guarantee that the energy required to deliver significant change will be forthcoming. There has to be a corporate commitment, robustly pursued by the Council of Ministers, to deliver an environment and culture which mediates against unhealthy lifestyles. This will mean holding Departments to account and ensuring that health improvement objectives are given sufficient weight, resourcing and priority.
 - Campaigns for sustainable behaviour change should employ a wide range of tools. Research shows that short-term communication campaigns alone are insufficient. Targeted communications should be part of a larger process of involving the public, co-ordinated with other interventions such as regulation, infrastructure and information provision. This will require coordination of cross-departmental social policy activity on a scale not seen before in Jersey.
8. One way of demonstrating this commitment is to promote better health amongst the 6,000 people who work for the States. Whilst the organisation monitors its sickness levels, it does not systematically use this information to inform health promotion activity, encourage healthier behaviours and so reduce sickness.
9. Given our geographical advantage, we should have a far better insight into the health needs of our population. One key drawback is the lack of a population database. Jersey is performing considerably worse than comparable regions in the UK for immunisation and screening coverage. This seriously hinders the deployment of such programmes in Jersey and so delays interventions that can save lives.

This will require coordination of cross-departmental social policy activity on a scale not seen before in Jersey.

RECOMMENDATIONS FOR ACTION	
SP 2.2 /18 SP2.3 /19 SP2.9 /21	
2.1	<i>The joined up system of Support Pathways proposed under Corporate Recommendation 2 should incorporate health care pathways.</i>
2.2	<i>The new Health Improvement Strategy should prioritise changes in health behaviours and assign cross-departmental responsibilities and targets. Its impact should be robustly audited by the Council of Ministers through the annual Strategic Social Assessment.</i>
2.3	<i>Health care pathways should be incorporated into the joined up system of Support Pathways proposed under Corporate Recommendation 2.</i>
2.4	<i>The States should monitor the key drivers of sickness in the public sector and develop appropriate internal health promotion initiatives to improve the health, wellbeing and productivity of its own workforce.</i>
2.5	<i>A population database should be introduced as a priority to facilitate screening and immunisation programmes.</i>
2.6	<p><i>The new corporate data collection process proposed under Corporate Recommendation 3 should identify and gather data required to monitor -</i></p> <ul style="list-style-type: none"> ■ <i>overall trends in the health of the population and defined age groups;</i> ■ <i>the impact of health improvement strategies;</i> ■ <i>departmental performance in delivering assigned health improvement targets;</i> ■ <i>volume of demand for social protection where health is a contributory factor;</i> ■ <i>impact of support pathways in reducing demand for social protection.</i>
2.7	<i>The Strategic Social Assessment proposed under Corporate Recommendation 4 should include a health profile of the population and a review of the data collected above as a standing item. The Medical Officer of Health should be a key contributor to the Assessment.</i>

Success Factor Three: The economy provides a sufficient supply of jobs with adequate earning potential

Why is this important?

1. The balance between low and high value jobs in the economy is critical. If a significant proportion of the jobs in the economy are low value and households are reliant on earnings from such employment in the long term, then tax returns will be lower but the demand for social protection will be greater.

Where are we now?

2. In 2005, about 31% of employees in Jersey worked in sectors of the economy –
 - where average weekly earnings were below £400 per week;
 - that only contributed 11% of GVA to the economy;
 - where average earnings per week had fallen behind the average for other sectors by at least 13 percentage points since 1998.
3. The Strategic Plan 2006-11 sets out a core commitment to maintain and enhance a strong, successful and sustainable economy. Underpinning that commitment are targeted outcomes that include improved productivity and diversification of the economy. This is aimed at increasing the value of the economy in real terms; generating higher incomes and more job opportunities. This should provide more local households with opportunities to achieve and secure their financial independence.

Key Challenges

4. There will always be low value jobs in any economy, and the need for such jobs. For some, low value jobs will fulfil their realistic employment potential. The challenge is to move towards a position where most other long term resident households only turn to such employment opportunities for second incomes and transitional work.
5. This means embracing the vital rôle played by transient migrant labour in Jersey's economy. Migrant workers help produce economic growth, benefiting the whole working population, and take on low value jobs which cannot sustain long term independence in Jersey anyway. This is a mutually beneficial arrangement. Migrant workers often choose to work in Jersey because their earnings here will support a better quality of life in their country of origin.⁹ This creates two key challenges:
 - Many migrant workers make compromises to minimise their living costs and retain larger savings to send or take home. Government cannot legislate against these individual choices, but must recognise the potential vulnerability of these people as employees, tenants and consumers and ensure that their rights are protected and respected.
 - The States must also ensure that the Island harnesses the full potential of migrant labour in the local market and does not stifle the dynamism of the local economy,

⁹ In June 2006, the minimum monthly wage in Jersey was the equivalent of 1,312 euros compared to 233 euros in Poland. Living costs are substantially higher in Jersey (Source: Federation of European Employers, June 2006.)

restricting the economic participation rate of the resident population and potentially creating more demand for social protection.

6. The States has a wealth of information at its disposal to monitor the performance of the economy. Policy makers are less well placed to understand how economic growth impacts on social policy objectives. In particular, they need a better insight into the rôle of migrant and local labour in the lower end of the employment market. Only then can they understand the extent to which economic performance is helping reduce the proportion of local households dependent on low value jobs.

RECOMMENDATIONS FOR ACTION	
SP1.2 /14 SP1.4 /15 SP2.11 /21	
3.1	<i>The Strategic Social Assessment proposed under Corporate Recommendation 4 should include a review of job value as a standing item. The Economic Adviser should be a key contributor to the Assessment.</i>
3.2	<p><i>Develop and implement a research project focussing on low value jobs in the labour market to identify -</i></p> <ul style="list-style-type: none"> ■ <i>The division between local and migrant labour employed in the lower end of the employment market;</i> ■ <i>Are these sectors of the economy generally serving as a stepping stone for better value employment opportunities for local people;</i> ■ <i>How many local employees working in these sectors are the earners in their households;</i> ■ <i>How many employees working in these sectors of the economy are in households requiring social protection;</i> ■ <i>The demographic and education profile of local people employed in these sectors of the economy.</i>
3.3	<p><i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor -</i></p> <ul style="list-style-type: none"> ■ <i>the balance between high, medium and low value jobs across all sectors of the economy;</i> ■ <i>the impact of economic growth strategies on job value across all sectors of the economy;</i> ■ <i>volumes of demand for social protection where employment earnings are a contributory factor.</i>

Success Factor Four: People have the education, skills and training necessary to access jobs with adequate earning potential

Why is this important?

1. The Strategic Plan 2006-10 aims to deliver sustained economic growth and a more diverse economy. This could help more local households achieve and sustain financial independence by securing higher value jobs. But people will only be able to take advantage of improved job opportunities if they possess or acquire the skills necessary to meet employers' expectations. If the required uplift in the skills base of the local population doesn't materialise, we won't see the benefits in reduced demand for social protection.

Where are we now?

2. There is evidence that the existing Jersey workforce lacks some of the skills required to support economic growth. In 2001, for example, 34% of all working age adults in Jersey had no formal educational qualifications.¹⁰ This was more than twice that of the UK.
3. The importance of having a skilled, motivated and qualified workforce able to meet the Island's economic and social objectives is fully recognised in the Strategic Plan 2006-10.¹¹ Particular importance is attached to the development of a Skills Strategy for the Island.

Key Challenges

4. Many governments have developed strategies that emphasise the need to develop 'a skilled and flexible workforce'. What this might actually look like often remains very vague. The challenge is to actually understand what a 'high skills' or 'learning' society looks like and measure progress towards this – something that should be easier for an island government with a working population of about 50,000 people.
5. Achieving a long term shift in the skills base of this existing workforce is complex and won't be solved by simply designing new lifelong learning schemes. Research in the UK highlights the difficulty in engaging employers to equip their employees with wider, generic, transferable core or key skills that can support employability.¹²
 - Most adults who have left full-time education only contemplate further learning when approached by their employers about it;
 - Such training tends to be on offer to management with those at the bottom of the occupation ladder receiving little except job-specific training - if they get any at all;
 - Few employers see it as their concern to provide non-job specific learning opportunities to their non-managerial workforce. Whilst supporting the concept, they tend to see responsibility for such training resting with individuals and government;
 - Shifting responsibility to the individual or the government, however, disengages the link between training and application in the workplace. The general consensus

¹⁰ This is largely a legacy from the past, when a high proportion of school leavers left at fifteen with no academic qualifications.

¹¹ See Strategic Aims 1.3, 2.5 and 2.10.

¹² See "Idle Fancy' or 'Concrete Will'? Defining and realising a high skills vision for the UK', SKOPE Research Paper No.47 Spring 2004, University of Warwick

amongst UK employers was that training undertaken independently by employees would not generally enhance their prospects in the organisation.

6. Given this UK experience, the challenge will be to maximise the potential of Jersey's workforce when the key target groups may have the least access to workplace-based opportunities for the type of broader, transferable training they require. At the same time, the States must guard against delivering training, at taxpayers expense, only for those newly acquired skills to waste away in the same low value jobs.
7. Another key challenge is to ensure that the supply of new skilled labour into Jersey's employment market is of the highest possible quality. This means –
 - Ensuring that school leavers who do not go on to further education, particularly those who disengage early from education, are supported to develop transferable skills and competencies and reach their full potential;
 - Ensuring that there are genuine high value career opportunities in both the public and private sectors for local graduates who choose to return to the Island;
 - Recognizing the value of importing skilled and experienced professionals who can help improve productivity and support economic growth whilst mentoring local staff;
 - Ensuring that vocational and educational programmes match the needs of the labour market. There is insufficient analysis of skills requirements in the market place to ensure that vocational education and training programmes match the perceived needs of the labour market
8. Currently, there is a lack of definitive quantitative information on graduate opportunities in the Island and the return of graduates seeking employment on completion of further education courses, or qualitative information concerning graduate aspirations and motivation in their employment decisions on graduation. Currently, the States of Jersey does little to facilitate or encourage graduate recruitment within the public sector.
9. Currently, there is no overarching employment services strategy with which all agencies comply. In practise, there are employment services pathways operating independently of one another, resulting in inconsistencies in assessment, resourcing, partnership arrangements, cost and outcomes. Better co-ordination of services could identify, assess and support persons at risk before the likelihood of dependency is exacerbated by long periods out of the labour market. Currently, there is not a comprehensive set of measures in place to monitor the throughput of individuals into employment support pathways and review outcomes in order to review and prioritise services, objectives and targets

RECOMMENDATIONS FOR ACTION			
SP1.4 /15	SP2.5 /19	SP2.6 /20	SP2.7 /20
4.1	<i>The Strategic Social Assessment proposed in Corporate Recommendation 4 should include a review of employment data as a standing item.</i>		
4.2	<i>Employment services pathways should be incorporated into the joined up system of Support Pathways proposed in Corporate Recommendation 2.</i>		

4.3	<i>Develop and provide ongoing analysis of skills requirements in the market place to ensure that vocational education and training programmes match the perceived needs of the labour market.</i>
4.4	<i>Develop an overarching employment services strategy, to include a review of careers advisory services, with which all agencies comply in order that resources can be most effectively utilised and duplication removed.</i>
4.5	<i>Information needs on the aspirations of, opportunities for, and recruitment of graduates should be defined and processes put in place to gather this information.</i>
4.6	<i>Develop greater support and interaction with young people (including those who may have been disengaged from the education system) to ensure that life skills and transferable competencies can start to be developed prior to them having long spells out of the labour market.</i>
4.7	<i>The States of Jersey should review barriers to entry to graduates within the public sector and encourage appropriate graduate recruitment.</i>
4.8	<p><i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor -</i></p> <ul style="list-style-type: none"> ■ <i>the skills base of the local population ;</i> ■ <i>the impact of skills and training strategies on key target groups;</i> ■ <i>employment trends for school leavers and graduates;</i> ■ <i>demand for skilled and unskilled non-qualified labour;</i> ■ <i>volumes of demand for social protection where skills and training needs are a contributory factor;</i> ■ <i>the impact of employment support pathways in reducing demand for social protection.</i>

Success Factor Five: Households are able to maintain financial independence in retirement

Why is this important?

1. Extended life expectancy means that resources have to be planned and managed to support an acceptable quality of life throughout older age – a period which can easily span over 20 years. Where possible, households should be able to maintain their independence into retirement and not have to fall back on income support and social housing to survive.

Where are we now?

2. Currently in Jersey, 42% of pensioner households receive some form of income support from the States and about 40% of the Housing Department's social housing stock is occupied by pensioners.
3. The more people who intend to rely upon a basic States pension in retirement, the greater the demand for social protection is likely to be. The findings of the 2005 Jersey Annual Social Survey (JASS) suggest that nearly one in five people currently intend to rely on their States pension, savings or other non-traditional forms of income in retirement.
4. The Strategic Plan already recognises the importance of this issue by setting out objectives to encourage increased personal financial provision for old age, adjust States pension scheme funding and encourage more people to work beyond retirement age. JASS is also being developed as a tool to gather invaluable data on retirement planning.

Key Challenges

5. With an ageing population, Jersey is going to have more and more pensioner households. As ISAS and the Strategic Plan have already recognised, the States must encourage and help the pensioner households of tomorrow to anticipate their resource needs in later life. In particular, it is important to -
 - Raise awareness of the importance of making provision to support continued independence in retirement;
 - Review current barriers to retirement planning. The high proportion of small businesses in Jersey, for example, means fewer occupational pension schemes are in operation and the local availability of private pension suppliers is limited;
 - Identify and facilitate other opportunities for households to fund ongoing living expenses in older age such as –
 - capital release schemes to support asset rich-cash poor households;
 - working beyond normal retirement age;
 - incentivised savings schemes.
6. Ensuring that policy makers are in a position to make informed decisions is again a key challenge. About 40% of social housing stock is currently occupied by pensioners. Is this level of demand a legacy of different patterns of pension investment in the past or is it also a reliable indicator of future demand? Is that proportion likely to improve or worsen? In any given year, a number of working age households will become pensioner households. What proportion of these households immediately, or subsequently, require social protection? Policy makers must have a clear insight into these trends, evaluate the impact of their efforts to achieve improvements and understand the implications for social policy.

RECOMMENDATIONS FOR ACTION

SP2.1 /18 SP3.6 /24

5.1	<p><i>Develop an overarching retirement income strategy that -</i></p> <ul style="list-style-type: none">■ <i>Raises awareness of the importance of making provision to support continued independence in retirement;</i>■ <i>Reviews current barriers to retirement planning;</i>■ <i>Identifies and facilitates other opportunities for households to fund ongoing living expenses in older age such as -</i><ul style="list-style-type: none">○ <i>capital release schemes to support asset rich-cash poor households;</i>○ <i>working beyond normal retirement age;</i>○ <i>incentivised savings schemes.</i>
5.2	<p><i>Review employment conditions for States employees to encourage and facilitate post-retirement age working.</i></p>
5.3	<p><i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor -</i></p> <ul style="list-style-type: none">■ <i>uptake of private and occupational pensions or other reliable sources of retirement income amongst current pre-retirement cohorts;</i>■ <i>the number and proportion of new and existing pensioner households requiring social protection;</i>■ <i>the value of social protection benefits required by new and existing pensioner households;</i>■ <i>the effectiveness of initiatives that encourage people to plan for their retirement;</i>■ <i>changes in household composition, family and social networks;</i>■ <i>how older people use resources at different stages in later life.</i>
5.4	<p><i>The Strategic Social Assessment proposed in Corporate Recommendation 4 should include a review of retirement income and pension trends as a standing item.</i></p>

Success Factor Six: Households can access suitable accommodation for their needs

Why is this important?

1. If households cannot afford to buy or rent suitable accommodation at the going rates in the local property market, they will either:
 - turn to the States for income support or social housing;
 - live in unsuitable accommodation and endure a higher risk of other social problems.

Where are we now?

2. Jersey does not have a strong tradition of home ownership. In 1976, less than 49% of households in the Island were owner-occupied. By 2001, this had only increased to 51% compared with between 68% and 72% in the UK, the Isle of Man and Guernsey.
3. In 2001, there were about 13,300 households living in the locally qualified rental sector in Jersey. Nearly 40% of this market was social housing provided by the States, Housing Trusts or the Parishes. Since that time, the supply of social housing has increased by about 20% and over 6,000 households now live in such accommodation. Overall, the States subsidises about 50% of the (a-h) rental market in Jersey, either through the direct provision of social housing or through the private sector rent rebate scheme.
4. In 2001, there were 4,250 unqualified households renting accommodation in Jersey, mostly lodgings or tied accommodation. The people living in this sector undoubtedly suffer the greatest exposure to social problems.
 - In 2001, 79% of overcrowded households in Jersey were occupied by non-qualified people. Only 0.3% of locally qualified households of two or more people lived in one room compared with 22% of non-qualified rental households.
 - about 25% of domestic burglary victims in 2005 appear to be of Portuguese or Polish origin and yet only about 10% of the population originate from these countries.¹³
5. The Strategic Plan 2006-11 sets out a series of objectives for the next five years aimed at providing a good standard of affordable accommodation for all.

Key Challenges

6. The Housing Department is a key gateway into social protection in Jersey. As such, it could yield valuable insight into -
 - why people are in need of social housing (health, skills, retirement income, parenting/care issues etc);
 - if and how people manage to move on and house themselves independently.

There is, however, very limited information profiling applicants for States housing, a shortcoming complicated by the fact that the Housing Department and Housing Trusts

¹³ Police systems do not record the nationality of crime victims and this is only based on a review of the names of burglary victims in 2005

maintain separate waiting lists, and there is no information compiled on people applying for private sector rent rebate.

7. As previously stated (see Section 1, paragraphs 38-40), an application for social housing does not automatically trigger a review of an applicant household's needs to ascertain *why* the household is on a low income. Where appropriate, social housing should only serve as a temporary buttress for some households whilst they receive targeted support to help them become self-sufficient. In other cases, targeted support will help minimise the degree of dependency. The challenge will be to ensure that social housing providers should be gateways into the joined up system of support pathways proposed under Corporate Recommendation 2.
8. There is clear evidence that many tenant households living in social housing provided by the States and Housing Trusts have sufficient earnings to be independent of any subsidy from government. Many may have been in need when they were first housed, but their circumstances have now changed.

RECOMMENDATIONS FOR ACTION	
SP3.8 /25 SP4.7 /28	
6.1	<i>Develop a central register of applicants for social housing.</i>
6.2	<i>Clarify the rôle of the States, Housing Trusts and the private sector in providing social housing for vulnerable and disadvantaged households and competitively priced private rental accommodation.</i>
6.3	<i>Housing should be a gateway to an integrated system of support pathways as proposed under Corporate Recommendation 2 so that applicants for social housing receive an appropriate assessment of their needs and their potential to regain their independence with targeted support.</i>
6.4	<p><i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor social housing need in Jersey by identifying-</i></p> <ul style="list-style-type: none"> ■ <i>demand for social housing;</i> ■ <i>value of rent abatement;</i> ■ <i>circumstances of applicants for social housing;</i> ■ <i>reasons driving the turnover of social housing.</i>

Success Factor Seven: Essential goods and services are competitively priced and accessible to all

Why is this important?

1. Anti-competitive or exploitative behaviour in the market reduces the purchasing power of consumers. Encouraging and promoting competition is one answer, helping consumers to choose and change suppliers so that they benefit from lower prices and value for money.
2. Competitive markets alone, however, do not ensure affordable access to goods and services for every person. Vulnerable and disadvantaged consumers in particular can end up paying more but getting less for their money. This can reinforce social exclusion because the relentless struggle to avoid debt keeps many people locked into short term thinking and prevents them aspiring to improve their lives.

Where are we now?

3. The Strategic Plan 2006-11 already recognises the importance of making the economy more competitive (Strategic Aim 1.7) and new measures are either already in place or imminent concerning competition and consumer protection.

Key Challenges

4. Whilst the focus on improving competition and consumer protection is important, it is not the only answer for those in greatest need. *Vulnerable consumers* are those whose circumstances make them vulnerable to suffering consumer disadvantage. *Disadvantaged consumers* are those who, because of their circumstances, persistently suffer disadvantage through the supply of goods or services. For example –
 - Bulk and multi-buy discounts are an important feature of price competition between food retailers. But many disadvantaged consumers live off a small weekly income and every penny of their shopping budget is already accounted for. Whilst the savings are theoretically there, they cannot take advantage of them;
 - About 16% of households in Jersey do not have a car, including about half of the Island's single pensioners. They are often restricted to buying small quantities that they can carry home and don't necessarily benefit from multi-buy offers. Some of these consumers with limited mobility may also rely on local shops for their food shopping. Research by the National Consumer Council (NCC) in England showed that a healthy diet bought in local shops cost 88% more than in main supermarkets;
 - The NCC warn that skills deficiencies, language and advancing age may make it unrealistic to expect many disadvantaged consumers to benefit from improved competition and make informed choices in the open market.
5. In 2001, a 'Review of Consumer Protection in Jersey' commented -

'Somewhere in the official machinery in Jersey there needs to be a few top quality officials who are able to identify consumer issues and develop ideas on how to deal with them... In particular someone has to decide what issues merit special investigation and what the appropriate response is to particular problems...'
6. Having such a service would give policy-makers a comprehensive insight into -
 - key problematic markets, products or transactions in Jersey;

- who are the vulnerable or disadvantaged consumers in Jersey;
- how we can most effectively assist Jersey's vulnerable or disadvantaged consumers.

7. Another shortcoming identified in the 2001 review was that:

'The States seems to bend over backwards to take into account the views of producers and traders but makes little effort to ascertain and take fully into account the views of consumers.'

8. There is recognition in the UK that properly constituted and resourced consumer bodies can play a major part work in the policy making process. In England, the National Consumer Council (NCC) conducts independent research and policy analysis and ensures that the consumer voice is heard. Their insight is a powerful tool for shaping debate and influencing the people who make decisions that affect consumers. By identifying vulnerable and disadvantaged consumers, bringing their plight to the attention of policy makers and recommending solutions, the NCC helps prevent the conditions that create disadvantage and dependency in the first place.

9. This advocacy rôle is missing in Jersey. The Island's Consumer Council was established in different circumstances to meet different needs and has focussed most of its energy and limited resources on information services for consumers. The challenge, therefore, is to redefine and resource the Jersey Consumer Council as an authoritative body capable of –

- conducting independent research and policy analysis into local consumer issues;
- promoting an effective mechanism for consumer input into policy decisions;
- ensuring that consumers, particularly those who are vulnerable, get a fair deal by commenting on specific policy proposals.

10. When considering proposals aimed at funding improvements in access to essential goods and services, the populist appeal of a particular measure or the lobbying of a vociferous pressure group has to be set against a rational appraisal of its value. The National Consumer Council recommend that effective policy decisions need to consider the number of people affected (likelihood), amount of harm (degree), the nature of the vulnerable consumer, the nature of the market, the ease of intervention, likely effectiveness, cost and political acceptability of a particular policy solution. Jersey should develop such a tool.

RECOMMENDATIONS FOR ACTION	
SP1.7.3 /16	
7.1	<i>The Strategic Social Assessment proposed in Corporate Recommendation 4 should include a review of consumer disadvantage as a standing item.</i>
7.2	<p><i>There should be a review of the Jersey Consumer Council to redefine its rôle and purpose and agree the resources necessary to investigate consumer issues and provide an independent insight into:</i></p> <ul style="list-style-type: none"> ■ <i>key problematic markets, products or transactions in Jersey;</i> ■ <i>who are the vulnerable or disadvantaged consumers in Jersey;</i> ■ <i>how we can best assist Jersey's vulnerable or disadvantaged consumers.</i>
7.3	<i>The review of the Jersey Consumer Council should consider the development of an effective mechanism for consumer input into the decision taking process.</i>

7.4

A tool should be developed to evaluate policies aimed at funding improvements in access for disadvantaged consumers to essential goods and services.

Success Factor Eight: Families are supported

Why is this important?

1. There has been increasing recognition that a child's development in the first few years of life sets the foundation for lifelong learning, behaviour and health. This, in turn, has implications for future generations - today's child is a parent of the future.

'Bonding into its family is the basis of the entire mental and spiritual development of the child. The family is the natural group in which upbringing and learning take place...The child depends on having parents as models and for guidance. Thereby it grows into an independent, capable, sensitive and reliable personality... Because it is in this special situation of growing and developing its character, harmful influences have deeper and more lasting effects on children than on adults...Thus the family's function of protecting children and young people is of particular importance¹⁴.'

2. There is clear evidence that the seeds for poor outcomes like drug dependency, school failure, welfare dependency, poor health and criminal behaviour, are usually planted in a child's early years, and that adverse conditions in early childhood establish risks.
3. It is equally important to remember, however, that families are not just parents with children. We must recognise and value the work families do at all stages of the life course – particularly as the ageing of our society will bring the rôle of carers into increasing prominence.

Where are we now?

4. A wide array of policy issues affects families and all of the success factors addressed in the Social Policy Framework potentially impact on family life. If people do not have proper housing and are working in ill paid jobs then they will be living at levels of stress which help to undermine family life or even make it impossible to embark on it. And it will be counter-productive to exhort people to be better parents, if access to basic family support is fragmented and inequitable.

Key Challenges

5. Given the interaction between the different success factors on family life, it is recommended that the States should develop a Family Policy to ensure that families are at the centre of policy development. The policy should cover -
 - A universal, co-ordinated network of family services;
 - A family justice system, with the child at the centre, that offers support during relationship difficulties and separation;
 - A commitment to support parents' work-life balance;
 - A strategy providing parents with high quality affordable childcare.
6. Attitudinal support for families is key in persuading people that families matter as a social institution and are a legitimate area for public policy and expenditure. So public pronouncements must not just blame the failing few but rather emphasise family strengths, and show a sensitive appreciation of the pressures on many families which make it harder to succeed.

¹⁴ The Importance of the Family to the Protection of the Child : Nills and Barbara Hug Ammitzboell, Ph.d's

7. High quality child care contributes to society through promoting children's growth and development. It also helps parents to better respond to the needs of their children by offering periods of respite, as well as the opportunity to combine parenting with other responsibilities. In addition, child care makes a substantial contribution to the economy by supporting parents, particularly those with young children, to participate in society in a range of ways. For the vast majority of parents currently using child care, participation involves work. In this way, child care is a part of the essential infrastructure that supports the economic activity of our society. Research elsewhere shows that the return on government investment in child care is substantial and could be considered an investment in productive activity, rather than just a social outlay. Any future consideration of States funding for early years child care in Jersey should give due prominence to the other economic and social benefits.

8. Many disabled people or frail older people rely on family carers to stay independent. But in turn, carers need care and support, particularly those in employment. In 2003, the 'ISAS Barometer' found that one in seven people aged 15 and over provided unpaid care in Jersey. Almost two-thirds of the people who received help were aged over 70. These findings emphasise the importance of family and carers, particularly in our ageing society. Into the future, there will be pressures on men and women to work and continue working until later in life, which means that the caring rôle may become more strenuous as women in particular, but not exclusively, are sandwiched between raising children and caring for elderly relatives.

RECOMMENDATIONS FOR ACTION	
SP2.7.1 /20	
8.1	<i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor family demographics.</i>
8.2	<i>Develop an overarching Family Policy which identifies key transition periods for families in the life course and provides support services and facilities to support families through these periods.</i>
8.3	<i>A new Early Years Strategy for Jersey should take into account not only the acknowledged benefits to child development but also identify the contribution to other objectives of the Social Policy Framework.</i>
8.4	<i>Implement a research project focussing on family carers in Jersey to identify their commitments and needs, current services and information networks, service gaps and unmet needs.</i>

Success Factor Nine: People are socially responsible

Why is this important?

1. An important aspect of social policy is to ensure that people are safe going about their daily lives. Otherwise, fear of crime can restrict their participation in society.

Where are we now?

2. Jersey is a safe community. Overall crime shows a downward trend and is about half of that experienced in the UK, which also has a much higher proportion of more serious offences. Our crime detection rate is also significantly better and the overwhelming majority of crime victims think the Police do a good job. In the face of all this evidence, however, the public generally believe that crime in the Island is getting worse.
3. The Strategic Plan 2006-11 sets out a commitment to promote a safe, just and equitable society, including key aims addressing crime and disorder and effective justice. A new Criminal Justice Policy is also under development.

Key Challenges

4. If crime really is decreasing, why don't more people believe this? Some media reporting bears some responsibility as it has been shown to have a major influence on public perceptions of crime. But why is the public so receptive to negative and disproportionate journalism?
5. Some crimes (such as burglary or serious domestic violence) may pass almost unnoticed by the general public whilst others, though not so serious, are far more visible. In surveys carried out by Surrey University, many respondents listed various local disorders (youths hanging around in particular places shouting insults to passers-by, etc) as being actually more threatening to local safety than some more serious crimes like residential burglary.

*“What this and other research suggests, therefore, is that disorders are especially distressing to many people because they represent an apparent breakdown of previously-accepted conventions of respect and responsibility to others in public places (or, alternatively stated, a “breakdown of acceptable local social order”). We all have to negotiate our way through public spaces in the course of our everyday lives ; if such spaces become unpredictable, with people often acting offensively, this can cause quite significant personal distress”.*¹⁵

6. This matches the local experience. Research shows that the Jersey public's main concerns tend to focus on behavioural issues – speeding motorists, anti-social behaviour by youths in public places and drunken rowdiness in St Helier at night. These "signal indicators" have more of an impact on peoples' perceptions of risk than crime statistics and can lead to changes in beliefs and behaviours, particularly if perceptions are constantly reinforced by media reporting.
7. The key challenge, therefore, is to promote conventions of respect and responsibility to others in public places and challenge the behaviours most commonly associated with the perceived "breakdown of acceptable local social order".
8. Key to this approach will be an understanding of whether conventional approaches used by the criminal justice system are making a difference. That will require clear and

¹⁵ Sir Anthony Bottoms: Crime and Disorder Policy

consistent data from the criminal justice system. Currently, there are significant issues in linking data from the different departments involved. The long term objective is to develop an integrated system but, in the interim, some departments and agencies will need to review the way they record data so that it can be used to -

- ensure that prevention strategies are effectively targeted;
- evaluate the effectiveness of interventions designed to target offending behaviour.

9. Evidence already exists to show that young people are a key target group. It is well established that people are at a higher risk of offending between the ages of about 14 and 24. Figure 1 graphically demonstrates the point. Figure 2 also highlights the fact that the key target group is 'home grown'. In 2005, 21% of all prosecutions were for offences committed by Jersey-born 14-17 year olds compared to just 7% for Portugal/Madeira-born offenders of all ages and 23% for UK-born offenders of all ages.¹⁶

Figure 1: Arrests by Age Group 2005

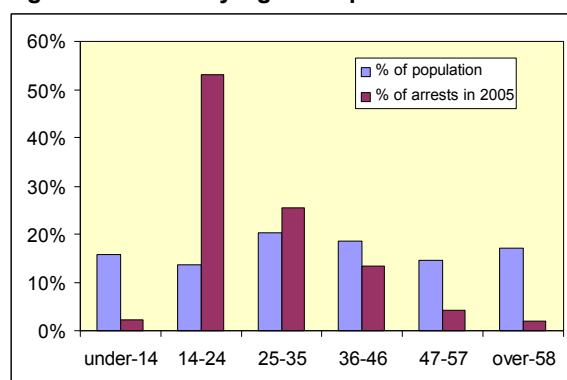
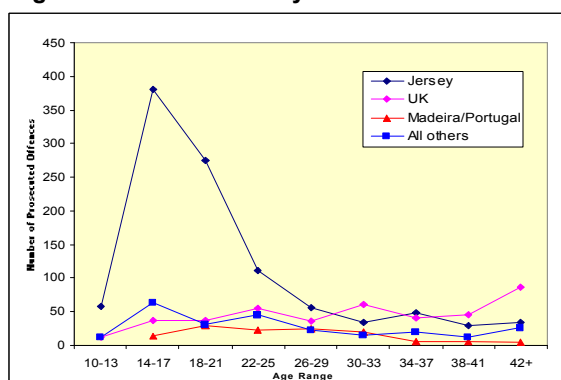


Figure 2: Prosecutions by Place of Birth 2005



10. The 'home grown' element of the problem means that the education system is an ideal vehicle for delivering the positive behaviour message. Schooling is not simply about academic performance; it is about preparing and equipping pupils for life. The school curriculum needs to devote adequate time and resource to citizenship and giving pupils access to opportunities to develop and apply those skills and learn from experiences.
11. Police officers, youth workers, teachers and others have contact with children whose behaviour is clearly indicative of future problems. Currently, however, there is no systematic referral system in place to help identify and engage these individuals and their families.
12. Jersey has a unique criminal justice model that incorporates the Parish Hall Enquiry process as a community-based alternative to the formal processes of the court system. Parish Hall Enquiries have considerable potential as a key tool in challenging and addressing offending behaviours without recourse to formal court processes

*“The way in which the Parish Hall System incorporates retributive, rehabilitative, restorative and re-integrative justice according to individualised and contextual needs makes it very unusual indeed... it clearly has the potential to remain a fundamental part of Jersey’s system of criminal justice, and perhaps, with appropriate modification, to play a larger rôle than at present”.*¹⁷

13. The opportunity exists to develop the system by incorporating new and innovative approaches designed to promote behavioural change, such as 'acceptable behaviour

¹⁶ Data is taken from Police systems. Overall, Jersey-born people of all ages accounted for 56% of the offences that were detected and prosecuted in 2005.

¹⁷ 'The Conduct and Effectiveness of Parish Hall Enquiries', Helen Miles and Peter Raynor, September 2005

contracts', parenting classes and road safety courses. If the Parishes are to play this vital role, however, they also need to become more accountable as to how and why these interventions are deployed. Currently, Centeniers openly acknowledge that the written recommendation prepared by Police, based upon a combination of factors including the gravity of the offence and any previous offending, has little influence over their final decision. They prefer *'to make up their own minds about the nature and context of the offence after having heard the facts and relevant information from those present at the Enquiry'*.¹⁸ The average Enquiry lasts 17 minutes and the only person present to give their version of events is the alleged offender.

14. For the system to work effectively there must be appropriate balance and good decision making on the part of Centeniers. It is only right to seek consistency and accountability in the operation of the system. All the agencies involved in the criminal justice process should share a common purpose and a consensus between them on 'what works' to deliver it. That mutual confidence should be underpinned by end-to-end performance measures for the criminal justice process, including output and outcome measures. Otherwise, tensions will continue to exist about the rôle of the police, parishes and the courts and the interfaces between them.

RECOMMENDATIONS FOR ACTION	
SP3.2 /23 SP3.3 /23	
9.1	<i>The Strategic Social Assessment proposed in Corporate Recommendation 4 should include a review of crime and disorder trends as a standing item.</i>
9.2	<i>Enhance school curriculum on citizenship, positive and responsible behaviours.</i>
9.3	<i>Develop and implement a referral process to identify and engage 'at risk' individuals with integrated support pathways that will address issues with positive and responsible behaviour.</i>
9.4	<p><i>Develop a shared consensus between the agencies involved in the prosecution process on joined-up policies to address key anti-social behaviours and -</i></p> <ul style="list-style-type: none"> ■ <i>review opportunities to introduce new and innovative approaches designed to promote behavioural change;</i> ■ <i>ensure that criminal justice processes are aligned to these policies;</i> ■ <i>agree end-to-end measures for the criminal justice process, including outputs and outcomes and hold agencies to account for delivery.</i>
9.5	<p><i>The corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather data required to -</i></p> <ul style="list-style-type: none"> ■ <i>monitor offending patterns and demographics;</i> ■ <i>monitor the 'signal offences' that impact on fear of crime;</i> ■ <i>measure outputs and outcomes of the criminal justice process;</i> ■ <i>evaluate the effectiveness of intervention strategies.</i>

¹⁸ The Conduct and Effectiveness of Parish Hall Enquiries', Helen Miles and Peter Raynor, September 2005

Success Factor Ten: Communities are integrated and inclusive

Why is this important?

1. There is growing interest in the concept of 'social capital' and its ramifications for community well-being.

'The social capital of a society includes the institutions, the relationships, the attitudes and values that govern interactions among people and contribute to economic and social development. Social capital, however, is not simply the sum of institutions which underpin society, it is also the glue that holds them together. It includes the shared values and rules for social conduct expressed in personal relationships, trust, and a common sense of 'civic' responsibility that makes society more than just a collection of individuals'.¹⁹

2. Social capital has been ascribed many benefits, including enhanced health, better educational outcomes, improved child welfare, lower crime rates, reduced tax evasion, and improved governmental responsiveness and efficiency. Social capital has also been linked to productivity, income and other indicators of economic performance.

'The historical record strongly suggests that the successful communities became rich because they were civic, not the other way round. The social capital embodied in norms and networks of civic engagement seems to be a precondition for economic development as well as for effective government. Civics matters.'²⁰

Where are we now?

3. The concept of measuring social capital is still relatively new but other governments, such as those in the UK and Australia, are working to systematically measure it and use the findings to inform policy decisions. In Jersey, the first deliberate steps in this direction were taken with the inclusion of some social capital questions in the 2006 Jersey Annual Social Survey. A list of factors which might act as indicators of the level of social capital present in a community can be found on page 49 at the end of this section.
4. There is also an implicit recognition of the importance of social capital in the States Strategic Plan 2006-11 which sets out a commitment to 'create a strong recognised identity for Jersey and promote a real sense of belonging'²¹, recognizes the need to reconnect the public with its Government and establish a stronger sense of citizenship and community.
5. At an operational level, some departments and partner agencies are also developing new initiatives that help build social capital in the community. The collective efforts of residents and officers from Housing, the Police Community Safety Branch and other agencies have, for example, helped build a real sense of community and transform the quality of life on some of the Island's housing estates.

Key Challenges

6. The social capital debate raises important questions for public policy-makers. Integrating social capital considerations into mainstream policy analysis would help ensure that

¹⁹ World Bank website, 2001

²⁰ Robert Putnam

²¹ States Strategic Plan 2006 -2011 Commitment Five p.30

government policies and regulations do not unnecessarily or unintentionally erode social capital, and that their beneficial side-effects on social capital are taken into account. It could also highlight opportunities to stimulate latent social capital through policy design, and to harness existing social capital where appropriate.

7. There are a number of different aspects to social capital and measuring the level of social capital in communities can be complex. If the States is to take this forward and develop an insight into social capital, it should identify –
 - Key social issues and policy questions that might benefit from social capital data;
 - The usefulness of the proposed social capital measures (see page 48);
 - The suitability of current surveys for obtaining information on social capital;
 - Information gaps on social capital that might be filled by future survey work.

8. Social capital information should also be of particular interest to Jersey’s parishes, which have been described as ‘*the primary unit of social organisation in Jersey*’. Historically, the parishes have played a key rôle in the Island’s welfare system and, as previously discussed, they are also a cornerstone of the Island’s criminal justice system. In discharging their common law obligations to the poor and needy and upholding social order through honorary policing and the Parish Hall Enquiry system, the parishes have developed a rôle as key hubs of the community. Indeed, the elected head of each parish, the Connétable, is often referred to as “the father of the parish”.

9. In the early years of the 21st century, however, the parish system is facing some fundamental changes and challenges. The welfare rôle is being centralised through Social Security’s new Income Support system and a review of the criminal justice system in Jersey in 2002 warned of serious indications that the Honorary system was ‘withering on the vine’.²² If it is to survive and prosper, the parish system may need to reinvent itself. There is real scope for the parishes to become the driving force behind initiatives to ‘help people engage in supporting the best interests of their neighbourhoods and communities’. Honorary service should not simply be about policing and it seems absurd that the only significant opportunity for parishioners to contribute to the daily quality of life in their parish is to join the Honorary Police. There must be a significant untapped resource of people who would be willing to commit time and effort to supporting their community but are neither inclined nor suited to a policing rôle. Creative thought should be given to how the parishes might seek out and tap these resources and build social capital in the process. At the very least, the parishes should serve as active gateways into support pathways for their parishioners and provide voluntary support to help deliver those services.

RECOMMENDATIONS FOR ACTION	
SP5.1 /30 SP5.2 /31	
10.1	<i>The new corporate data collection and analysis process proposed under Corporate Recommendation 3 should identify and gather the data required to monitor social capital in Jersey.</i>
10.2	<i>Review the role of the parishes in -</i> <ul style="list-style-type: none"> ■ <i>helping to build social capital within their communities;</i> ■ <i>acting as gateways for the integrated system of Support Pathways.</i>

²² Rutherford Report on the Criminal Justice System in Jersey, October 2002

Social Capital Indicators

Social networks and social support

Number of close friends/relatives who live nearby
Exchange of help
Perceived control of and satisfaction with life
Frequency of contact with family and friends (outside of the household)
Whether someone can be called on in times of sickness
Degree to which individuals know other people in their neighbourhood
Frequency of doing favours for neighbours
Trust in other people who are like you
Trust in other people who are not like you
Doing favours and vice versa
Whether an individual feels that most people can generally be trusted
The extent to which people in the neighbourhood can be trusted
Beliefs about personal safety when walking alone in local area after dark
Beliefs about the potential for becoming a victim of crime
Level of trust in politicians, police & public servants to act for the public good
Level of confidence in churches, trade unions, large corporations, the media

Social and civic participation

Number of cultural, leisure, social groups an individual belongs to and frequency of involvement
Volunteering, frequency of involvement
Religious activity
Civic participation
Perceptions of ability to influence events
How well informed individuals are about local people, events and politics
Involvement with local action groups
Propensity to vote
Attendance at local community events
Degree of an individual's involvement in local issues
Contact with public officials or political representatives

Views of the local area

Views on physical environment
Facilities in the area
Enjoyment of living in the area
Perceptions of crime