

POLICY ADVISORY COMMITTEE

(1st Meeting)

29th January, 1985

All Members were present with the exception of Senator R.R. Jeune, O.B.E. and Deputy F.H. Morel, from whom apologies were received.

In attendance -

E.J.M. Potter, Greffier of the States

[REDACTED]

Minutes.

1. The Minutes of the Meeting of the Committee as previously constituted, held on 29th October, 1984, having been previously circulated, were taken as read and were confirmed.

Vice-President.

2. The Committee, in pursuance of Article 31(1) of the States of Jersey Law, 1966, appointed Senator P.F. Horsfall as its Vice-President.

States Registry

Rediffusion  
(Channel  
Islands)  
Limited:  
Cablevision  
for St.  
Helier.  
Licence.  
569/5(2)

3. The Committee, with reference to Minute No. 4 of 29th October, 1984, of the Committee as previously constituted, noted that the former President had been requested to obtain information from the President of the Broadcasting Committee as to the reasons why, and the authority for, imposing a condition on the licence granted to Rediffusion Channel Islands Limited for the operation of Cablevision in St. Helier that locally injected advertising would not be transmitted at any time. The Committee further noted that the licence had been granted by the Telecommunications Board for an experimental service for a period of not more than two years from 1st December, 1984.

Br.C.(2)  
Tel.B.(2)  
Sen. R.J.  
Shenton.

The Committee received a copy of the licence, together with a Paper, dated 15th November, 1984, from the President of the Broadcasting Committee, a letter, dated 7th November, 1984, addressed to the former President by [REDACTED] of the company and Notes of a Meeting held on 22nd November, 1984, attended by the President and Director of the Telecommunications Board and [REDACTED] of W.E. Guiton Limited, regarding the said clause.

(1st Mtg).  
29.1.85

The Committee received Senator R.J. Shenton who, as a Member of the former Committee, had raised this matter, together with Deputy Mrs. E.C. Quenault, President of the Broadcasting Committee and Deputy R.E.R. Rumboll, President of the Telecommunications Board and [REDACTED].

Deputy Rumboll gave a resume of the background to the issuing of the licence. He stated that the clause had been inserted as the licence had been granted for an experimental period only and if the limited advertising resources were to be diverted into Cablevision which might prove to be not viable or unacceptable, this could cause harm to the existing media. There were also difficulties of control of quality of locally produced material. He could not state at this stage whether the Board would wish to repeat this clause if a permanent licence were to be issued in due course. However, both the [REDACTED] and the [REDACTED] of Rediffusion Channel Islands Limited had asked to meet him and the Director in about 10 days time and this clause would be one of the subjects to be discussed at that meeting.

Deputy Quenault informed the Committee that [REDACTED] had stated early last year that there would not be any local advertising and he had reiterated this when the Committee had viewed the Cablevision operation in the autumn.

Senator Shenton stated that it was a matter of policy and he queried whether it was the States' policy to protect the existing media. He believed that the clause had been framed purely and simply because of the objections raised by Channel Television. The Jersey Evening Post wanted local advertising and wanted to produce local videos which could be paid for by such advertising. [REDACTED] had intimated to Senator Shenton that he did not propose to set up a marketing agency for local advertising. Senator Shenton felt that it was wrong that national advertising could be transmitted whilst local companies could not advertise. He had received representations from [REDACTED] on this point. The only objection was the viability of Channel Television, which company was in competition with other enterprises in the Island.

The Committee noted that the terms of the licence had been freely negotiated and that there was no mechanism in the Island at the present time to monitor programmes or advertising.

The Greffier of the States pointed out that the Cable and Broadcasting Act, 1984, did not extend to Jersey, and the Island had reserved the right for the States to decide whether or not they wished Cablevision to operate. Legislation would be forthcoming from either the Broadcasting Committee or the Telecommunications Board, which would control completely images transmitted on cable. If any transmission were allowed this would be done by a States appointed body which would award franchises

(1st Mtg).

29.1.85

and control, quality, decency, advertising sponsorship, etc. The reason that Rediffusion was "allowed" to transmit was simply the fact that when the company's original cable was installed in 1954 there were 6 channels and to-date it had only operated four. Unlike the situation in the United Kingdom, Jersey was faced with an existing company having two spare cables.

Senator Shenton reiterated that his only objection was to the 'no local advertising' clause, to which [REDACTED] also objected.

He was considering presenting to the States a Proposition on the principle of this clause.

The representatives withdrew from the Meeting.

The Committee considered the matter further and decided to inform the Broadcasting Committee and the Telecommunications Board that in its view the condition should be withdrawn if Rediffusion Channel Islands Limited made application to that effect, and replaced by a condition permitting locally initiated advertising from such time as methods of control acceptable to the Broadcasting Committee and the Telecommunications Board had been established.

4. The Committee received a Paper which set out the previous definitions of the Committee.

The Committee noted that it did not have any executive powers. The main role of the Committee was to produce a five year economic plan, having regard to the rate of immigration and to co-ordinate policies which affected more than one Committee.

The Committee agreed that it would wish to devote a meeting to the subject of the immigration and requested the [REDACTED] to prepare a Paper thereon.

The President invited Members who wished a particular matter to be discussed to prepare a Paper thereon and place it on an Agenda for a subsequent Meeting.

5. The Committee received a Memorandum, dated 21st January, 1984, prepared by the [REDACTED], commenting on the Social Security Committee's Unemployment Statistics for December, 1984, together with statistical summaries and graphs showing unemployment trends over the last two years, and a Statement of the number of young people who were registered for employment at the Careers Office at the end of November, 1984.

Policy  
Advisory  
Committee:  
Functions.  
E.A.

Social  
Security  
Committee:  
Unemployment  
Statistics.  
58/17/1(13)  
E.A.  
S.S.C.(2)

The Committee noted that the unemployment situation was one of no noticeable change from that of December, 1983. Whereas earlier in 1984 the unemployment level had deteriorated compared with the previous year, by the end of the year the position had been corrected, and this somewhat better picture than at one time seemed likely had been reflected also in the number of young people registered with the Careers Office.

However, some concern had been expressed by the Education Committee regarding the employment prospects for young persons over the age of 18. Those aged 18 to 24 accounted for over 40 per cent of the total unemployed, a position in line with that prevailing in the countries of Western Europe, although the rate of unemployment was of course substantially higher elsewhere (over 20 per cent in many countries compared with 2-3 per cent in Jersey in December - although the figure for males was nearly 4 per cent).

The Committee noted that an analysis of those aged 18 to 24 who were unemployed was being undertaken by the Social Security Committee.

The Committee also received an Act, dated 5th December, 1984, in which the Education Committee had considered the marked difference in services available to young unemployed people around the age of 18, at which age the Social Security Liability was such that it was not possible to cater for them under the Job Opportunity or Youth Employment schemes without considerable distortion of the Scheme due to the amounts of pay they would have to receive, and undesirable side effects on the other young people. The consequence of this was that they either secured "real" employment or remained unemployed. If the latter case applied, the young single person over 18 appeared to have low priority in terms of employment under Winter Works Schemes or any similar arrangements.

The Education Committee had drawn the Committee's attention to this apparent contrast in treatment and had requested the Social Security Committee to consider changing its rules in respect of Social Security liability to enable young people who had attained 18 years of age to be catered for under the Job Opportunity or Youth Employment Schemes in accordance with the normal terms of those Schemes.

The Committee decided to await the results of the detailed analysis of individual cases of those aged 18 - 24 years who were unemployed, which was being undertaken by the Social Security Committee and requested the [redacted] to obtain from the Head of Highlands College a resume of the construction training scheme which a number of young people had attended.

29.1.85

(1st Mtg).

The Committee decided that for future meetings it would only wish to receive from the [REDACTED] [REDACTED] his commentary on the Social Security Committee's Unemployment Statistics, together with the historical graph.

Assistance  
of those  
"in need".  
Senator  
J.W. Ellis.  
E.A.

6. The Committee discussed with Senator J.W. Ellis his letter, dated 18th January, 1985, in which he had recalled that during the recent Senatorial campaign, he had spoken of his concern for people in the lower income groups as he felt that they were being left behind as Jersey became more prosperous.

Senator Ellis was particularly concerned with single parent families and gave an example of one case where the person received a weekly allowance of £89, out of which £69 was paid for rent.

The Committee decided that it would wish to receive details of individual cases in order that it could then ascertain whether or not there was a general pattern. Senator Ellis and Members of the Committee were invited to produce details of particular cases, documented in writing, which must include names in order that the information could be checked.

Deputy Le Brocq stated that he could provide information, but without names, as he could not break the confidentiality of the people who provided these details.

The Committee noted that the Finance and Economics Committee had also requested it to look at payments made and generally at the question of assistance for those "in need", but decided to defer consideration of this request until Senator Jeune, in his capacity as President of that Committee, was present.

Jersey  
Chamber  
of Commerce  
& Industry  
Inc. and  
The Confed-  
eration of  
Jersey  
Industry:  
Trade and  
Industry  
Sub-  
Committee.  
387/1(65)  
E.A.

7. The Committee recalled that on 6th November, 1984, the President of the Committee as previously constituted had made a Statement to the States concerning the setting up of a Trade and Industry Sub-Committee, for the purpose of receiving and considering representations from both The Jersey Chamber of Commerce and Industry Inc, and The Confederation of Jersey Industry. and from anyone connected with commerce trade and industry.

It had been proposed that the Sub-Committee would obtain its administrative support from the [REDACTED] [REDACTED] office and would comprise 5 members.

The Committee received a letter, dated 4th January, 1985, from the President of the Chamber, referring to that Sub-Committee and requesting a meeting to discuss the possibility of representations from the Chamber and the C.J.I. serving on the Sub-Committee.

(1st Mtg).  
29.1.85

The Committee decided that it would be appropriate for a representative of both the Chamber and the C.J.I. to serve as Members of the Sub-Committee and requested the President to write to the respective Presidents accordingly.

The Committee nominated the undermentioned Members to serve on the Sub-Committee -

Senator Ralph Vibert, O.B.E.,

Deputy N.S. Le Brocq

Deputy D.G. Filleul

Industry  
Year, 1986.  
E.A.

8. The Committee considered a Paper, dated 11th January, 1985, prepared by the [redacted], together with relevant Papers relating to Industry Year, 1986, which had been initiated by the Royal Society for the encouragement of Arts, Manufacturers and Commerce, and which aimed to increase understanding of the role of industry and its service to the community.

The Committee agreed that Industry Year 1986 appropriately should be promoted in the Island by The Jersey Chamber of Commerce and Industry Inc. and The Confederation of Jersey Industry, and that if these bodies wished assistance from the Committee then it would be prepared to consider the form that assistance might take.

The [redacted] was requested to inform the Chamber and the C.J.I. accordingly.

Draft  
Protection  
of Employ-  
ment  
Opportun-  
ities  
(Jersey)  
Law, 198 .  
851(1)  
L.O.C.  
D.C. (2)

9. The Committee recalled that on 19th April, 1983, the States had considered the draft Protection of Employment Opportunities (Jersey) Law, 198 , (P.36/83) and had referred back to the Defence Committee certain Articles.

The Committee noted that the Law Draftsman had prepared the necessary amendments and had forwarded them to the Law Offices of the Crown in September, 1983.

The President informed the Committee that he discussed the position with the Attorney General who was now forwarding the amendments to the Home Office for comment prior to their presentation to the States. The Committee expressed concern at the delay and noted that the President would again ascertain the position prior to the next Committee meeting.

29.1.85

(1st Mtg).

Economic  
Policy  
Debate.

E.A.

10. The Committee recalled that it presented annually to the States, during the Spring Session, a Report on the Review of Economic Policy, which was then discussed as a Committee of the Whole House.

The Committee decided that the Report this year should be devoted to Immigration, as this was the subject to primary interest disclosed at the recent election hustings. The [REDACTED] was requested, in consultation with the President, to prepare a draft report, which would be considered by the Committee prior to a date for debate being requested.

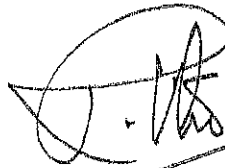
If, during the debate it were found that there was also need for a general economic policy debate then that could be held separately at a later date.

The President undertook to make a Statement to the House at the next Sitting, at which he would invite Members to submit matters of particular interest for inclusion in the debate.

The Committee decided to defer a decision on a date for a meeting of the Economic Consultative Council until it had received the draft Report.

Next  
Meeting.

11. The Committee decided that its next Meeting would be held on Monday, 4th March, 1985, commencing at 10.00 a.m. in the Old Committee Room.

  
20/3/85

POLICY ADVISORY COMMITTEE

(2nd Meeting)

4th March, 1985.

All Members were present with the exception of Senator T.J. Le Main.

In attendance -

E.J.M. Potter, Greffier of the States.

Minutes

1. The Minutes of the Meeting held on 29th January, 1985, having been previously circulated, were taken as read and were confirmed.

Social Security Committee: Unemployment Statistics 58/17/1(13) CP-PA/1/85

2 The Committee received a Commentary dated 26th February, 1985, prepared by the [REDACTED], on the Social Security Committee's unemployment statistics for the month of January, 1985, together with statistical summaries, graphs showing unemployment trends since October, 1980 and a statement of the number of young people who were registered for employment at the Careers Office for the month of January, 1985 (designated Committee Paper PA-CP/1/85).

E.A.  
S.S.C. (2)

The Committee noted that the overall pattern did not appear to have altered significantly over the past few years the most notable increase being in unemployed persons aged 45 and over and with ten years' residence or more which was 106 compared with 84 in January, 1984.

Youth Unemployment 58/17/1(15) 838/4/4

3. The Committee, with reference to its Minute No. 5 of 29th January, 1985, and with [REDACTED] Social Security Department in attendance, received an Act dated 21st February, 1985 of the Social Security Committee, an analysis made by the Social Security Department, and a report dated 28th January, 1985 from the [REDACTED], all pertaining to the current youth unemployment situation.

E.C. (2)  
S.S.C. (2)  
E.A.

The Committee recalled that the Education Committee, as previously constituted, had expressed concern about the number of unemployed young people in the 18-24 age group, and the apparent disparity in treatment of this group as far as sponsored work schemes were concerned. However,



the Committee noted that this was not, in fact, the case, and that the young people referred to had, in many cases, been in one States scheme after another, and although the Social Security Department had made every effort possible to help the young people concerned, the biggest problem that the [REDACTED] had had to contend with was the complete lack of motivation and the refusal to co-operate which was common to that particular group of young people.

The Committee noted an opinion, which was corroborated by many careers staff in the schools, that the young person who typified the bulk of the group referred to was a child who was easily identifiable in his early teens, usually had an unsteady family background, had a poor attitude to school, was disruptive and often had a police record before leaving school. The suggestion was made that since this was a wide-ranging social problem, a collective effort on the part of the Schools, youth clubs, churches and parents would be needed if it were to be tackled.

The Committee decided that it would await the views of the Education Committee on the matter before proceeding further, but to suggest to that Committee that a joint Meeting might be held.

The Greffier of the States was directed to send a copy of this Act to the Education Committee accordingly.

Single  
Parent  
Families:  
Assistance  
to those  
in need.

4. The Committee received a letter, dated 19th February, 1985 from the President of the Housing Committee, together with an analysis of the Housing Committee waiting list and other statistical information from the Social Security Department all relating to the problems of single parent families in the lower income groups.

E.A  
Conn.C(2)

The Committee, having noted that almost 50 per cent of a section of cases selected by the Social Security Department for analysis earned less than £2,000 a year, and having recalled the case quoted by Senator Ellis in its Minute No. 6 of 29th January, 1985 of a person who received a weekly allowance of £89 out of which £69 was paid for rent, decided to request the opinion of the Committee of Connetables about the adequacy of the present welfare rate with particular reference to the base rate and also to request that Committee to examine any cases where the full welfare rate was not being paid to persons who might be considered to be in need.

The Committee, whilst mindful of the fact that if the welfare rate were pitched too high, wages would be affected, decided that an analysis of how the average welfare payment was spent would be valuable, and in this connexion noted that [REDACTED] of the Welfare Department in the Parish of St. Helier was to undertake a survey showing the expenditure by single and married couples of

4.3.85.

(2nd Mtg.)

their weekly welfare grant. The Committee recalled that [REDACTED] had conducted a similar survey of this nature in 1982 and the information garnered from it had been particularly valuable in providing a comprehensive picture in relation to the amounts which should be paid in welfare grants.

The Committee, having also discussed the provision and the cost of nursery facilities for single parent families, concluded that, in order to assess more fully the problems being experienced by single parent families in lower income groups, it might be valuable to conduct a seminar on the subject, to which could be invited social workers, Children's Officers, and any other interested parties who might be able to make a worthwhile contribution.

Economic  
Policy  
Debate:  
Immigration  
E.A.

5. The Committee, with reference to its Minute No. 10 of 29th January, 1985, recalled that it had decided that its annual Report on Economic Policy which, after presentation, was usually discussed in a Committee of the Whole House, would this year be devoted to immigration.

The Committee received a first draft of the Report, with appendices, which had been prepared by the [REDACTED], and discussed certain of the issues raised therein.

The Committee agreed that the purpose of the debate would be to attempt to answer two key questions -

- (a) are the present immigration control measures sufficient and, if so, should they be applied any more or less rigorously than at present? and;
- (b) is there a need for new measures, and if so, what form should these take?

The Committee, whilst recognising the difficulty in assessing the extent of the problem until the results of the 1986 census were known, agreed that the aim of the States, following the acceptance of the Policy Advisory Proposition in 1979 had been to limit population growth to .3 per cent, i.e., 250 persons each year. To this end, the Finance and Economics Committee had been charged with imposing a more rigorous application of the powers under the Regulation of Undertakings and Development (Jersey) Law, 1973, as amended, and the Housing Committee was to continue its policy of stricter application of the Housing (General Provisions) (Jersey) Regulations, 1970, as amended relating to the essentially employed, as well as restricting further the number of persons permitted to take permanent residence through Regulation 1 (1) (k).

The Committee discussed various ways by which the Island population might be monitored, should it be considered that the present five-yearly censuses were not sufficiently frequent such as issuing residence permits or identity cards, examining the Social Security figures or the Parish electoral registers or even, if it were feasible, organising a door to door survey to be conducted every two years by the young people of the Island.

The Committee considered the general level of control which the Housing Committee exerted on the level of 'J' category residents each year which was based on information provided by the [redacted] on whether people were essentially employed or not. The information provided by the [redacted] was based on assessments of the economic value to the Island of the people in question, as well as their skills and qualifications and the attempts made to find someone locally for every post. For example, the net increase of posts in the public service in 1984 amounted to 80 people, of which 50 were in Public Health and 12 in the Police, the common factor in both these cases being that the Committees concerned claimed that there was a public demand for an increased level of service and a consequent creation of more jobs.

Mention was also made of the problems which had been created by the amount of building which was going on simultaneously in the Island at present, e.g., the Hospital development, the Forum site, etc., the result of which was that the contractors were unable to cope and were forced to bring in people from the United Kingdom. This was in sharp contrast to the situation three years' ago when architects and contractors were complaining of the lack of work. There was a need to co-ordinate projects of this nature, perhaps to ask developers to delay starting work, although this too could create difficulties if developers who had invested large sums of money in projects were then asked to delay commencement of building. In the meantime, it would be helpful if a schedule could be provided by Public Works Department of the States developments - which were in the pipeline at present.

The general view of the Committee was that it was not necessary to interfere with the present method of assessing 'J' category residents but that constant vigilance was needed. Similarly with respect to applicants in the 1(1)(k) category, it was felt that the benefits which accrued outweighed any difficulties created, and that the present method of considering the applications was right. It was also felt that the amount of building now being generated in the Island was excessive and that it should be looked at more closely by the Finance and Economics Committee than had been the practice, preferably in conjunction with the Island Development Committee, although it was recognised that the present 'boom' in the building industry was a response to the growth in the economy.

4.3.85.

(2nd Mtg.)

The Committee decided to defer consideration of the problems created by persons living in lodging houses or private dwellings until its next Meeting, and asked the [REDACTED] to bring an up to date report to that Meeting, incorporating the decisions of the present Meeting.

States  
Building  
programme  
for 1985.

E.A  
P.W.C(2)  
I.D.C.(2)

6. The Committee, with reference to its Minute No. 5 of this Meeting, decided to request that the Public Works Committee supply a copy of the States Building Programme for 1985, for discussion at its next Meeting on April 2nd, 1985.

The Committee, having recalled that the Association of Jersey Architects had previously supplied information on the extent of the construction to be undertaken by the private sector, requested the [REDACTED] to enquire if this could also be made available.

The Greffier of the States was directed to send a copy of this Act to the Public Works Committee accordingly.

Next  
Meeting.

7. The Committee decided that its next Meeting should be on April 2nd at 10 a.m. in the Old Committee Room, States Buildings.

*[Handwritten signature]*  
2/4/85

POLICY ADVISORY COMMITTEE

(3rd Meeting)

2nd April, 1985

All Members were present with the exception of Senator P.F. Horsfall, from whom apologies were received.

In attendance -

E.J.M. Potter, Greffier of the States

Minutes.

1. The Minutes of the meeting held on 4th March, 1985, having been previously circulated, were taken as read and were confirmed.

Social  
Security  
Committee:  
Unemploy-  
ment  
Statistics.  
58/17/1  
(13)

2. The Committee received a commentary, dated 15th March, 1985, prepared by the [REDACTED] [REDACTED], on the unemployment statistics compiled by the Social Security Committee for the month of February, 1985, together with the statistical summaries and graphs showing unemployment trends over the last five years. It was noted that the general trend was continuing in the same pattern, although there was a slight improvement over the figures for February, 1984.

E.A.  
S.S.C. (2)  
E.C. (2)

The Committee was informed that more employers had made approaches to the Job Centre with details of their vacant posts, having been stimulated to do so by the recent advertising campaign on Channel Television regarding job opportunities for local persons. However, the experience of the Job Centre was quite often that it did not have registered sufficient skilled persons, for example plumbers, carpenters and so on, to meet local employers' demands and recalled that whilst Highlands College did provide appropriate training courses, until students who had completed such courses had also acquired relevant work experience, they were unable to satisfy the reasonable expectations of employers in the fulfillment of their duties. The Committee, having recalled that this was an area of responsibility of the Advisory Training Council, under the umbrella of the Education Committee, decided to invite the President of that Committee, the Director of Education and the Chairman of the Advisory Training Council to its next meeting in order to discuss the training opportunities available to young people, in relation to the demands for skilled labour being made by employers.

Cable  
Television.  
Rediffusion  
(C.I.) Ltd.  
Licence.  
569/5(2)

Economic  
Policy  
Debate.  
Immigration  
Draft  
Report.  
387/4(-)

E.A.  
H.C. (2)

The Greffier of the States was directed to send a copy of this Act to the Education Committee accordingly.

3. The Committee, with reference to its Minute No. 3 of 29th January, 1985, noted an Act dated 22nd February, 1985, of the Telecommunications Board in which it had been decided to maintain its decision to attach a condition to the licence issued to Rediffusion (C.I.) Limited, in respect of the operation of an experimental cable television service, that there should be no local advertising. The Committee was informed that Senator R.J. Shenton had lodged a Proposition 'au Greffe' in order that the States might debate the principle of the condition.

4. The Committee, with reference to its Minute No. 5 of 4th March, 1985, and with [REDACTED] in attendance, considered the second draft of its annual report on economic policy, prepared by the [REDACTED] which this year was to be devoted to immigration, and recalled that rather than aiming to set the scene for a discussion in a Committee of the Whole House, as was the usual procedure, it had been decided that the Committee should present its conclusions concerning the solutions to the immigration problem, to the States in the form of one or more proposition(s).

The Committee's discussion centred principally on the Housing Law section of the report and the following points were raised, as ways in which the Housing (Jersey) Law, 1949, as amended, the Housing (General Provisions) (Jersey) Regulations, 1970, as amended, and that Committee's policy, could be altered in order that that Committee might exercise greater control over occupancy of dwelling accommodation in the Island -

1. Non-residentially qualified people who married local residents should not automatically acquire local residential qualifications.
2. Non-residentially qualified people who acquired property in the Island by inheritance, should not automatically be conferred with the right to occupy that property. The Committee considered that the adoption of such a policy would not interfere with the right of inheritance, but would contribute towards the control of immigration to the Island by this means, which it was likely was going to increase significantly over the next few years because of the very high level of immigration to the Island in the 1960's, as non-residentially qualified people were now inheriting property from relatives who had taken up residence in the Island at that time.

2.4.85.

(3rd Mtg.)

3. The children of people who had taken up residence in the Island under Regulations 1(1) (j) and (k) of the Housing Regulations, should not be able to acquire local residential qualifications by virtue of their parents' status. The Committee was divided in its opinion whether the fact that a child had been born in the Island, because his parents had happened to be resident there at that time, conferred any particular rights on that child, but nevertheless agreed that this was an area of population growth under the present controls that should be studied. The [REDACTED] [REDACTED] informed the Committee that a point to bear in mind when considering any change of policy was that the rights of residence of minors of 1(1)(j) and (k) immigrants played a considerable part in parents' deliberations on whether to come to live in the Island and that the withdrawal of the granting of residential status could discourage such immigrants which could be of social and economic disadvantage to the Island.

The Committee then considered the Housing Committee's policy, since 1st January, 1980, that persons who came to the Island after that time and who lived in accommodation not subject to that Committee's consent should never obtain an entitlement to either the lease or the purchase of accommodation in the Island. In theory, the pressure on the housing stock from those persons who qualified to lease or purchase accommodation by virtue of their having been resident in the Island for a continuous period of ten years should cease in 1990, but in this regard, the Committee recalled the Housing Committee's concern that if a person worked in the Island for a period of more than, say, five years, the community would have a moral duty to house him and his family adequately and that the Housing Committee, in order to prevent anybody acquiring a sufficient period of residence for such a moral duty to arise, had suggested that a system of residence permits should be introduced. Thus a person who did not have a local residential qualifications and who had lived in the Island for a period of four years or so, would not be able to renew his permit and would therefore be obliged to leave the Island. The Committee was generally of the opinion that no such moral duty would arise, but that until such a case was tested in the European Court of Human Rights the answer would not be known. It was also possible that the Court would equally take the view that it was immoral to introduce a system of residence permits in order to prevent such a situation.

The Committee decided to request the Housing Committee to give due consideration to these points and recalled that that Committee was due to present its policy report to the States within the next few months. It was agreed with the President of the Housing Committee that as the matters of immigration and housing were so closely intertwined, it would be best if the two reports were presented to the States at the same time, if possible, but that the housing report would be discussed first, in order that the policy on immigration could be debated in the light of the policy adopted by the States with regard to housing. The Committee therefore decided to urge the Housing Committee to complete its report as soon as possible and to submit that part which related to housing controls and immigration to the Committee, in order that further comments might be exchanged.

The Committee, having decided to defer consideration of that part of the report entitled 'Public Sector Staffing', and having also thanked the Economic Adviser for the excellent quality of the draft report, directed the Greffier of the States to send a copy of this Act to the Housing Committee accordingly.

States'  
Building  
Programme  
for 1986.  
Work-load  
of the  
Construct-  
ion  
Industry.  
387/1/4(9)  
138(682)  
E.A.  
P.W.C.(2)  
I.D.C.(2)  
T.O.S.  
S.F.E.C.

5. The Committee discussed with [REDACTED] Capital Works, Department of Public Building and Works, the States' building programme for 1986 and the work-load of the construction industry in general. In this respect, the Committee considered a memorandum, dated 29th March, 1985, prepared by the [REDACTED] which commented on information of the States building programme provided by the Department of Public Building and Works, the work-load projected in terms of the expected level of certified work being very substantially greater than had been achieved in recent years. Information on the work-load in the private sector was not yet available from the Association of Jersey Architects, but licences granted under the Regulation of Undertakings and Development (Jersey) Law, 1973, as amended, suggested an increase in private sector work of some magnitude. The Committee noted the opinion of the [REDACTED] that whilst it was not possible to set against a calculation of the capacity of the construction industry, the work programme of States and the private sector on the basis of the information presently available, for the amount of work the manpower in the industry could undertake would depend on the nature of the projects, conclusions drawn from statistics of previous years, would seem to suggest that the work-load now in prospect was well in excess of what the Island could achieve without a significant increase in the labour force. This excess would also very likely bring in its train an increase in building prices as companies took advantage of the shortage of labour, and also in the cost of sub-contracted work as there was already a shortage of labour in this area.



2.4.85.

(3rd Mtg.)

██████████ informed the Committee that projected certification of capital works in the public sector, including civil engineering works, in 1985 was £9,873,000 and in 1986 was £28,466,000 but that whilst the projection for 1985 was probably quite accurate, the 1986 figure could not be as accurate as the States had yet to consider capital projects in principle and also the likely commencement times for the work would vary. However it was as good a forecast as could be made at this stage. The Committee commented that perhaps the system of deciding on capital requests should be reviewed and States' in principle decisions obtained sooner, as the present timetable did not allow the Department of Public Building and Works much time to decide priorities for capital work for the following year.

A general discussion ensued and the Committee concluded as follows -

1. that it would not recommend to the Finance and Economics Committee any change in the present policy with regard to consents issued under the Regulation of Undertakings and Development (Jersey) Law, 1973, as amended, namely that applications to commence new businesses in the Island by non-residents should be refused except in exceptional circumstances and that applications by local residents to commence or expand businesses should generally be granted;
2. that the Finance and Economics Committee should now consider the adoption of a policy of implementing more control over consents issued under the Regulation of Undertakings and Development (Jersey) Law, 1973, as amended in respect of development permits issued by the Island Development Committee for capital work in the private sector, in view of the likely effects of the present increased activity in the construction industry;
3. that the Finance and Economics Committee should consider encouraging the exercise of restraint in public expenditure, to be reflected in its recommendations to the States, and that it should possibly recommend the staggering of such development. In considering applications for capital expenditure by States' Committees, and in view of the increased work-load of the construction industry, comments regarding the desirability of projects and the availability of money would also serve a very useful purpose.

149.

(3rd Mtg.)

2.4.85.

The Committee to make its views known to the Finance and Economics Committee and directed the Greffier of the States to send a copy of this Act to that Committee accordingly.

Next Meeting

6. The Committee decided that its next meeting would take place on 13th May, 1985 at 10 a.m. in the Old Committee Room.

*R. P. Chis*  
13/5/85

POLICY ADVISORY COMMITTEE

(4th Meeting)

13th May, 1985

All Members were present with the exception of Senators P.F. Horsfall, J.S. Rothwell and T.J. Le Main, the Connetable of St. John and Deputy Sir Martin Le Quesne, K.C.M.G., from whom apologies were received.

In attendance -



Minutes.

1. The Minutes of the Meeting held on 2nd April, 1985, having been previously circulated, were taken as read and were confirmed.

Social Security Committee: Unemployment Statistics. April.1985. 58/17/1(13)

2. The Committee received a commentary, dated 3th May, 1985, prepared by the [redacted] on the unemployment statistics compiled by the Social Security Committee for the month of April, 1985, together with the statistical summaries and graphs showing unemployment trends over the last five years.

E.A. S.S.C.(2)

The Committee expressed concern that the number of registered unemployed persons had increased from 365 in March this year, to 381 in April, and also that the number of vacancies which had been notified to the Job Centre over the same period had decreased by 54. The Committee noted, however that the level of unemployment in recent years had remained more or less constant at a time when, whilst the relevant statistics were not available, it was highly probable that the working population had increased significantly.

Education Committee. Advisory Training Council. Training Opportunities. 838/5(2) E.A. E.C.(2).

3. The Committee, with reference to its Act No. 2 of 2nd April, 1985 welcomed Deputy P.G. Mourant, President of the Education Committee, [redacted] Director of Education, [redacted] and [redacted] who had been invited in order to inform the Committee of the training schemes operated by the Council, the research currently being undertaken into particular training needs in the Island and the long-term development of training in the Island. The Committee recalled that during its discussion of the statistics of unemployment for February, 1985, concern had been expressed that there were not sufficient opportunities available for local people to receive training in construction skills when there was a continuing demand from employers, for example, for plumbers, carpenters, and so on, drawn from the United Kingdom.

The Committee was informed that the experience of the Education Committee and of the Council was that their efforts to get local employers to identify their needs, in terms of training, were not as fruitful as was desired and that this applied mostly to the construction industry, which was either unwilling or unable to give any indication of future demands of the industry or of the areas where training was most required. However, the need for training in the construction industry was evident and had been borne out by the fact that the Council, having been aware of the apparent large proportion of immigrant labour on building sites, had staged a twelve week course in basic construction skills and of the twenty-four local unemployed people who had completed the course, more or less all of them were now employed. Deputy Le Brocq, as Chairman of the Construction Advisory Panel at Highlands College, supported the representatives in their statement that the construction industry had not so far identified any future training needs and continued that although the facilities at the College were excellent, they did not seem to attract sufficiently, the young people to take up the opportunity of attending construction courses.

The Committee was informed that the Advisory Training Council, having circulated a discussion paper on training in October, 1984 to employers and other interested organisations, copies of which had also been given to States' Members, was now writing a report, to be published in mid 1985, as a result of the feedback which had been received, which was expected to contain recommendations, amongst other things, regarding the need for training programmes to be developed to fit workers for jobs and to motivate employers and employees towards training, the provision of adequate training resources, possible compulsory training for school leavers and the drawing up of formally documented job and training specifications as part of the terms of employment. This report would be presented by the Council to the Education Committee, which would then present it to the States.

The discussion continued and it was suggested that possibly the time had come when a tougher line should be taken with employers regarding training and that either penalties should be imposed on the employers who did not provide training or greater incentives should be provided for them to do so. The comment was made that perhaps in the past too much emphasis had been placed on the training for those with a higher level of academic ability and that attention should be turned more to the training of people, especially men, of average or lower than average academic ability. The problem of providing sufficient job opportunities was less for women in this category, and this was reflected in the low number of women registered as unemployed. The suggestion was also made that people should be encouraged to acquire dual skills which would enable them to work, for example, in the construction industry in the winter and in the catering industry in the summer.

It was concluded that it was essential that employers should identify their training requirements for the future in order that adequate training resources could be provided for both young people and adults who wished to retrain for a different employment. The Committee decided to include in its policy report on immigration, to be presented to the States in 1985, a paragraph on training which would then prepare the way in the States for the presentation of the Advisory Training Council's report and its recommendations regarding the long-term development of training in the Island.

(4th Mtg.)

Trade and  
Industry  
Sub-  
Committee.  
387/1(65)

E.A.

4. The Committee, with reference to its Minute No. 7 of 29th January, 1985, was informed that [REDACTED] and [REDACTED] had been nominated as representatives of the Chamber of Commerce and Industry and the Confederation of Jersey Industry, respectively, to sit on the Sub-Committee for Trade and Industry. The President undertook to write to the representatives in order to ascertain whether they wished to make any particular contribution at this stage.

Work-load  
of the  
Construc-  
tion  
Industry.  
Policy  
regarding  
Consents  
Issued under  
the  
Regulation  
of Under-  
takings and  
Development  
Law, 1973,  
as amended.  
387/1/4(9)  
138(682)

E.A.  
P.W.C.(2)  
I.D.C.(2)  
T.O.S.  
S.F.E.C.

5. The Committee, with reference to its Minute No. 5 of 2nd April, 1985, recalled that it had decided amongst other things, that the Finance and Economics Committee should now consider the adoption of a policy of implementing more control over consents issued under the Regulation of Undertakings and Development (Jersey) Law, 1973, as amended, in respect of development work in the private sector in view of the likely effects of the present increased activity in the construction industry. The Committee was informed by the [REDACTED] that the Finance and Economic Committee in responding to this request, wished to obtain the further views of the Committee on the approach to be adopted to particular applications for licences, where those applications related to developments which had been in the planning pipeline for some time.

The Finance and Economics Committee had been conscious that those developers affected would have had no warning that their plans would be frustrated at a late stage but that at the same time, that Committee was aware that if, for example, it was to adopt a policy of refusing licences only where outline planning approval had not yet been obtained, the impact of the restrictions on the level of private construction work in 1986 would be limited and any reduction in the work of the industry in that year could only be obtained by a more substantial cut back in States' work than might otherwise have been required.

The Committee discussed the adoption of a policy by the Finance and Economics Committee of implementing more control over consents issued in respect of development work in the private sector and agreed that it would appear to be unreasonable for that Committee to refuse consent to developers where planning approval had already been granted. The Committee, having noted that the Island Development Committee did not have power under the Island Planning (Jersey) Law, 1964, to refuse a development permit on economic grounds considered that this placed greater responsibility on the Island Development and Finance and Economics Committees, certainly at senior office level, to keep each other well informed of applications received in respect of capital projects, thereby enabling the Finance and Economics Committee to know of the likelihood of a planning consent being obtained when considering the priority to attach to a particular project from the standpoint of the likely pressure on the resources of the construction industry and enabling the Island Development Committee in turn, having received an application for a major building project, to know of the likely views of the Finance and Economics Committee as to whether a consent under the Regulation of Undertakings and Development (Jersey) Law, 1973, would be forthcoming. With regard to public expenditure on capital projects, the Committee recalled that it had been suggested that the Finance and Economics Committee should consider

encouraging the exercise of restraint in public expenditure, to be reflected in its recommendations to the States and that it should possibly recommend the staggering of such development with a view to stopping the overheating of the building industry. The Committee recalled that hitherto, the policy had been adopted in respect of capital projects that these should be permitted to proceed subject to there being sufficient funds available. The Committee was of the opinion that in 1986, in view of the likely increased work-load of the construction industry, the Finance and Economics Committee should not automatically recommend to the States the inclusion of funds in the 1986 capital budget for projects, simply because the money was available, but that consideration might have to be given to deciding an order of priorities for such work, some projects being delayed until following years, if necessary. Such a course of action would not be possible, however, until the States had approved capital projects in principle, when the full picture with regard to States' building work in 1986 would be available. At that time, it was suggested that the Finance and Economics Committee could review the situation and if necessary, hold a meeting with Committee Presidents in order to apprise them of the situation and to decide priorities with appropriate recommendations to the States at the time of the budget debate.

The Greffier of the States was directed to send a copy of this Act to the Finance and Economics, Public Works and Island Development Committees accordingly.

Economic  
Policy  
Debate.  
Draft  
Report.  
Public  
Sector  
Staffing.  
387/4(-)

6. The Committee, with reference to its Minute No. 4 of 2nd April, 1984, considered the paragraph entitled "Public Sector Staffing" in the second draft of its policy report on immigration which was to be debated by the States later in 1985.

It was noted that the demand for additional public services, particularly in the area of health care, plus the effect of reducing working hours of the number of persons required to maintain essential services, had meant that during 1984, the number of persons in established posts had increased by 82.

E.A.  
Est. C.(2).

The Committee recalled that there existed the practice of taking on temporary staff in States' Departments in addition to the established figure and questioned whether this factor had been taken into account in arriving at the increase of 82 in 1984. The Committee commented that if this was not so, then the figure quoted misrepresented the actual increase in the number of staff employed. The Committee decided to seek the clarification and comments of the Establishment Committee on this point.

The [redacted] informed the Committee that that States' policies of staffing the public sector from those people with local residential qualifications, and of limiting population growth, could have adverse effects on the private sector if the restriction of growth in public sector staffing failed, as amongst other things, this would reduce the labour available to the private sector and could increase the tax burden to be borne by the private sector because of the consequent increased cost of public services. The Committee was of the opinion that the Establishment and all other employing Committees should take the initiative by making every effort to reduce employment in the public sector, in order that those policies of the States might be successfully maintained.

(4th Mtg.)

The Committee directed the Greffier of the States to send a copy of this Act to the Establishment Committee accordingly.

Next Meeting.

7. The Committee decided that its next meeting would take place at 10 a.m. on Monday, 17th June, 1985, in the Old Committee Room, States' Buildings.

*J. V. S.*  
*17 = VI = 85*

POLICY ADVISORY COMMITTEE

(5th Meeting)

17th June, 1985

All Members were present, with the exception of Senator T. Le Main and the Connétable of St. John, from whom apologies were received.

In attendance -

E. J. M. Potter, Greffier of the States



Minutes.

1. The Minutes of the Meeting held on 13th May, 1985, having been previously circulated, were taken as read and were confirmed.

Social  
Security  
Unemploy-  
ment  
Statistics.  
May, 1985.  
58/17/1(13)

2. The Committee received a commentary, dated 11th June, 1985, prepared by the [REDACTED] [REDACTED] on the unemployment statistics compiled by the Social Security Committee for the month of May, 1985, together with statistical summaries and graphs showing unemployment trends over the last five years.

E.A.  
S.S.C.(2)

The Committee noted that whilst the picture was similar to that of May, 1984, the unemployment figures for May, 1985 were higher than those of the previous year but there was some evidence that the causes for this were a slower start in the seasons for potatoes and tourists, and a temporary lull in the construction industry. The unemployment figures for June this year would give a more accurate indication of whether an underlying problem was arising or whether it was merely a seasonal factor.

The Committee also received analyses of unfilled vacancies provided by the Social Security Department and the Careers Office at Highlands and noted from the statistics provided from the latter, that 103 of the 167 vacancies as at 13th May, 1985, were in respect of clerical work, the entry criteria of which were a minimum of four 'O' levels, some also requiring 'A' levels. The Committee was concerned that the proportion of posts requiring this level of qualification was far greater than the proportion of school leavers eligible to fill them, this being less than 20%. The Committee reaffirmed its view that the finance industry, which provided the largest area of clerical employment in the Island, often still required persons with too high qualifications for many vacancies, which resulted not only in a high rate of employee turnover, but also in the importation of immigrant staff, there being insufficient local labour available to fill these posts.



The President undertook to raise this matter at a future meeting of the Education Committee and it was agreed that the opportunity should be taken to discuss this aspect of immigration during the forthcoming States' debate of the Committee's annual policy report.

Cost of  
Living  
Index.  
Report by  
U.K.  
Department  
of  
Employment.  
418/2(6)  
C.P./PAC/2/8  
5

3. The Committee, with reference to Minute No. 9 of 23rd July, 1984, of the Committee as previously constituted, recalled that the President of the Finance and Economics Committee at that time, had made a statement to the House that in view of the considerable concern which had been expressed at the gap which had then existed between the Jersey and the United Kingdom cost of living indices, the Finance and Economics Committee had decided to ask the Policy Advisory Committee to look at the origins and base of the index and to consider whether any changes were desirable. In this connexion the Committee received a Paper, dated 3rd June, 1985, (designated Committee Paper P.A.C. 1/85) prepared by [REDACTED] of the U.K. Department of Employment which was attached to the [REDACTED] Paper, and which presented the report's broad conclusions and recommendations.

E.A.  
T.O.S.  
S.F.E.C.

The Committee noted that the origins of the index lay in the sphere of industrial relations, as detailed in the States' Act dated 13th May, 1947, which had established the Joint Advisory Council. However, the interest in and use of the index were now much wider and it was for these reasons, and in order that all concerned could have confidence in the index, that it had been suggested that a more comprehensive approach should be adopted to its calculation. This, however, would call for more resources which it was doubtful could reasonably be provided by the present [REDACTED].

The report had concluded therefore -

- (i) that the Joint Advisory Council should be more broadly based;
- (ii) that the responsibility for the calculation of the index should be transferred to a States' department which had greater involvement with statistical requirements, generally, such as [REDACTED] Office.

The Committee, in general, agreed that it would be minded to support proposal (i), but with regard to proposal (ii), expressed the view that objections to this course of action might be received from such groups as the States' manual workers, whose annual wage negotiations were based on the rise in the cost of living index, as they might be concerned that the index had not been calculated by an independent body. The [REDACTED] informed the Committee, however, that the present situation was not satisfactory as far as his office was concerned, as it was seen by the general public as the official source of this type of statistical information and it received several enquiries each week regarding the cost of living index, which it was not in a position to answer because the index had been compiled elsewhere. The [REDACTED] considered it highly desirable, therefore, either for his office to carry the complete responsibility for the calculation of the cost of living index, or for this to be borne by another body, which in order to carry out the calculation in accordance with the recommendations contained in the report, would require considerably more enhanced resources than were currently available to the existing Secretary.

(5th Mtg.)

The Committee decided, in the first instance, to establish a Sub-Committee which would consider the report and its conclusions and which would subsequently discuss the matter with the Joint Advisory Council. The Committee therefore nominated the President, Senator R. R. Jeune, O.B.E., Deputy Sir Martin Le Quesne, K.C.M.G. and Deputy D. G. Filleul as members of the Sub-Committee.

The Greffier of the States was directed to send a copy of this Act to the Finance and Economics Committee for information.

Policy  
Report -  
Immigration  
387/4(-)

4. The Committee, with reference to its Minute No. 6 of 13th May, 1985, and with the [REDACTED] in attendance, gave further consideration to that section of its policy report reviewing current immigration policies, entitled Housing Law.

E.A.  
H.C. (2)

The Committee gave particular consideration to the existing policy of the Housing Committee in relation to immigrants to the Island under Regulation 1(1)(j) of the Housing (General Provisions) (Jersey) Regulations, 1970, as amended, following concern expressed at this area of immigration, especially when one had regard to the exponential effect created by children of essential employees, as they qualified to occupy property in their own right once they had completed ten years continuous residence in the Island. The [REDACTED] stated that the banking industry was already of the opinion that the Housing Committee was being over-restrictive by the adoption of a policy, over the last few years, of generally not granting consents in respect of essential employees for more than five years, and that furthermore, this militated against the wish of the finance industry, generally, to expand in the Island. The Committee decided that whilst it would not recommend to the Housing Committee to alter its policy in order to prevent children of essential employees from qualifying in their own right, it would recommend the extension of the policy to grant consents for short term contracts only. The Committee also decided to include a paragraph to this effect in its report.

The Committee then considered the Housing Committee's policy in respect of immigration under Regulation 1(1)(k) of the Housing Regulations and decided that whilst it would not recommend any change in the existing policy, at this stage, this was an area in which more stringent control could be implemented, should the results of the 1986 census indicate that this was desirable.

The Committee, whilst discussing ways in which immigration to the Island under Regulation 1(1)(j) and (k) of the Housing Regulations could further be controlled, nevertheless expressed concern that restrictions could not continue to be imposed in these areas, whilst other areas of immigration, which did not fall under these Regulations, were ignored.

The Committee then discussed the section entitled Public Sector Staffing, which had been redrafted to incorporate previous comments which had been made. The Committee decided to include in its recommendation, that the Establishment and all employing Committees should take every opportunity to restrain and if possible, reduce the number of persons employed in the public sector. The view was expressed that consideration should be given by the Establishment Committee to the adoption of a formal redundancy policy in respect of public sector staff.

The Committee then approved its annual report entitled, "Review of Current Immigration Policies" subject to the amendments as agreed and further decided that, in order that the House, during its discussion thereof, should not be restricted in its debate, the report should be the subject of a discussion by a Committee of the Whole House, and should not be a debate or a series of Propositions, as and originally been anticipated. The Committee agreed that a meeting of the Economic Consultative Council should be held on Monday, 8th July, 1985 at 8 p.m. at Highlands, to discuss the report, prior to which it was requested that the amended report should be circulated to members in order that they might have the opportunity to make any further comments thereon.

Housing  
Committee  
Policy  
Report.  
Demand  
Control.  
387/4(-)

5. The Committee, with reference to its Minute No. 4 of 2nd April, 1985, discussed with [REDACTED] Housing Officer, that part of the Housing Committee's policy report entitled "Demand Control", in relation to the section of its own report which reviewed current immigration policies, entitled "Housing Law".

E.A.  
H.C.(2)

The Committee, having noted the contents thereof, and in particular the proposal to introduce a system of residence permits, agreed that restrictions could not continue to be imposed on the immigration of essential employees and wealthy persons to the Island, without further controlling other areas of immigration, namely, those people who came to the Island who did not fall into either of these categories. The Committee suggested that the Housing Committee, together with the [REDACTED], should identify the ways in which the Housing Law or Regulations could be altered in order to permit greater control over immigration.

The Committee further strongly recommended that the Housing Committee should give very serious consideration to the alteration of the Housing Law in order that the occupation of inherited property might be controlled, and require the consent of that Committee.

*R.H.K.*  
*6/7/85*