

FUTURE GUERNSEY

Policy & Resource Plan Phase One



States of
Guernsey

FINAL

Approved by the States on 16
November 2016

Welcome to Future Guernsey - great today, better tomorrow

Future Guernsey is a vision for our island which will enable government, business and the community to plan with confidence for all our long term futures. Guernsey is a great place in which many islanders and businesses currently thrive, but it can be better. Future Guernsey sets out that in 20 years' time, as a community we plan to be one of the healthiest and happiest places in the world, where everyone has an equal opportunity to achieve their potential. Future Guernsey also seeks to ensure we have a safe and inclusive community that nurtures its unique heritage and environment, underpinned by a diverse and successful economy. It is unashamedly ambitious.

Future Guernsey is a 'programme for government' expressing in clear and unambiguous language what the States will be doing. This will then drive the States' Principal Committees' development of their own priorities and plans for the period 2017-2021. These will be collated as the 'Policy & Resource Plan' for debate by the States Assembly in June 2017. This will then enable the States to allocate limited public resources most effectively.



The programme for government is complemented by Service Guernsey - the improvement in the quality and value of our public services through reform - and through Smart Guernsey - the use of technology to enable our economy and public sector transformation.

The programme for government is based around four key themes: our economy; our quality of life; our community; and our place in the world. We will need to deliver against these themes if we are to deliver our vision of making Guernsey 'better tomorrow.' For example, our economy must be strong, sustainable and growing, supporting sustainable public finances; our quality of life must ensure a healthy community which remains a safe, secure and attractive place to live; our community must see improvements in inclusion and equality and lifelong learning; and our place in the world will require us to be a centre of excellence and innovation with a mature international identity.

We hope that government, business and the community will work effectively together to deliver a common vision: Guernsey – great today, better tomorrow.

Deputy Gavin St. Pier

President, Policy & Resources Committee

10 October 2016



Introduction

This document outlines the first phase in the development of a Policy & Resource Plan ('the Plan'). This phase is known as 'Future Guernsey'. It sets out where the island should be in 20 years' time and how together we will make that happen. Future Guernsey will provide the basis for the second phase that will be developed in the coming months and signed off by the States in June 2017. It is a plan for our community, not just a plan for the States of Guernsey.

Why do we need a Policy & Resource Plan?

The Plan will give us direction and a set of priorities. It will help government, the community, the third sector and business to be able to better plan, prioritise and co-ordinate their efforts in the medium and long term. This will make sure that resources are put in the right place at the right time to ensure maximum benefit.

What is the scope of the Plan?

The Plan primarily covers Guernsey. However it also includes Alderney in areas where the States have financial and administrative responsibility for public services, such as taxation, the airfield, immigration, police, social services, health and education ('transferred services').

The government of Sark is administered by the Chief Pleas, which is responsible for administering the functions of government in a similar way to the States. Sark is not within the scope of the Plan.

How will the Plan be funded?

The States need to decide where resources will have the most effective impact on the future of islanders. The Plan will help to prioritise work clearly and openly within existing budgets. It is important to emphasise that the Plan will not necessarily involve new work, but will support coordination and prioritisation of existing work which supports the long-term vision for Guernsey.

How is the Plan developed?

Creating the Plan is a two-phase process:

Phase one – Future Guernsey

This sets out our vision for the island in 20 years' time and what we need to focus on over the next five years to move us towards achieving the vision. This will be debated by the States on 15 November 2016.

Once the States has approved this we will then move onto phase two of the Plan.

Phase two

This will focus on the work that Principal Committees need to do over the next term of government. Phase two of the Plan will go to the States in June 2017.

What is the role of the community and businesses?

This is a plan for the whole community. The States can't deliver this plan alone. We will need the community to work with us to make it happen. We will need to work in partnership with businesses and community groups to deliver not just joint initiatives, but where appropriate, support external delivery of initiatives to achieve the objectives of the Plan. It is critical that we take collective responsibility for making this vision a reality.

Great Today, Better Tomorrow

A 20 Year Vision

We will be among the happiest and healthiest places in the world, where everyone has equal opportunity to achieve their potential. We will be a safe and inclusive community, which nurtures its unique heritage and environment and is underpinned by a diverse and successful economy.

To help move us towards achievement of the vision, four themes have been identified and all work in support of the vision will fall into one or more of these areas.

OUR QUALITY OF LIFE



Safe and secure
place to live



Healthy
community

OUR COMMUNITY



One community:
inclusive and committed
to social justice



Lifelong
learning

OUR PLACE IN THE WORLD



Centre of excellence
and innovation



Mature international
identity

OUR ECONOMY



Strong, sustainable
and growing



Sustainable
public finances



Strong, sustainable and growing economy

Our economy is successful and productive, and while it specialises in a number of broad areas such as financial services, digital services and hospitality and tourism, there is already some diversification within those areas. We believe this is the result of being innovative and flexible, taking advantage of opportunities that have arisen. We want our economy to continue to be strong, to be sustainable and to continue growing. A strong economy is essential to maintain high rates of employment, low rates of unemployment and a diverse range of well-remunerated jobs. Without a strong economy the States will not have the revenue necessary to pursue social welfare programmes or invest in vital public services and infrastructure. Successful businesses are an important part of our economy, supporting our quality of life and community. Government's focus should be on ensuring we have the right conditions for businesses to set up, grow and operate successfully. Given the resources available, we need to prioritise high-value and low-footprint industries. We need to create conditions that encourage and foster enterprise, and ensure that we have sufficient workers with the necessary skills to support the economy now and in the future. We also need to make sure that those who want to work can work, and to help them maximise their working lives.

To achieve this we will:

- **Ensure conditions that encourage and foster enterprise and remove barriers to business, keeping regulation appropriate and proportionate, whilst respecting environmental and social safeguards**
- **Ensure the provision of reliable, sustainable and affordable sea and air links**
- **Focus on maintaining an appropriately-sized working population**
- **Look to remove barriers that are discouraging or preventing some people from pursuing or remaining in paid employment and provide additional support to those who need it to find and sustain employment**

- **Promote Guernsey as an attractive place to work and live in order to encourage the retention of our current workforce, the return of those who have chosen to gain life experience in other jurisdictions, and to attract those who may bring valuable skills to the island**
- **Maintain, enhance and promote Guernsey's rich marine and terrestrial environment as a high value resource which underpins our economy**

Sustainable public finances

Sustainable finances are critical to both our economic success and our ability to provide public services in the long-term. We have been successful in restraining operational expenditure growth over the last two political terms. Indeed in recent years States' expenditure has fallen significantly in relation to the size of the island's economy. There is some scope for further efficiency savings, but it must be recognised that Guernsey already spends less per capita on public services and infrastructure than many comparable jurisdictions. However we have now run a deficit for nine consecutive years (including 2016).

As a matter of priority the budget of the States must be balanced and surpluses generated. The deficit cannot reasonably be eliminated nor reserves rebuilt by spending cuts alone or tax increases alone. The former would imperil vital public services and investment in essential infrastructure; the latter would be unfair and imprudent and may depress economic activity. Ideally, in the years ahead, economic growth will make at least some contribution to improving public finances, but it would be unwise to rely on ambitious levels of economic growth.

As such the States will pursue a moderate, balanced responsible approach which recognises the need to restrain public expenditure and raise additional revenue. Additional revenue will be raised as far as possible from individuals and entities most able to bear the burden. Restraining public expenditure will require the prudent management of financial resources, people and physical infrastructure. The States also need to rethink the delivery of some public services to ensure that they are financially sustainable and provided efficiently whilst meeting public need.

To achieve this we will:

- **Adhere to the fiscal rules contained within the Fiscal Policy Framework**
- **Present a credible fiscal strategy as part of phase two of the Plan in June 2017 which will reflect the commitment of the States to encourage economic growth; restrain public expenditure by requiring further efficiency savings and the prudent management of financial resources, people and physical infrastructure; and raise additional revenue as far as possible from individuals and entities most able to bear the burden**
- **Achieve and maintain a balanced budget in the short-term and surplus in the medium-term without contravening any part of the States' Fiscal Policy Framework**
- **Continue expenditure restraint and ensure no real terms' growth in expenditure while the budget remains in deficit**
- **Provide leadership of the transformation agenda and support the Public Service Reform agenda in order to manage both short and long term spending pressures**
- **Ensure that the States' commercial and semi-commercial entities and other States' assets are maximised, making an appropriate return to the States but without placing a disproportionate burden on customers, many of whom are inevitably on low incomes**
- **Prioritise capital investment aligned with the Plan**
- **Ensure competitive recruitment and retention of quality, skilled professionals, balanced with appropriate scrutiny including control and review of staffing costs, grading and pay awards, and effective performance management, within the public sector**



Healthy community

We have a high life expectancy of 82 years and most islanders report good health. Cancer, heart, lung and liver disease are the biggest causes of preventable death – driven by common risk factors including tobacco, alcohol, and sedentary lifestyles. Half the population are overweight or obese, and that percentage is steadily increasing. Only one third of islanders report good mental wellbeing, and there is a clear connection between unemployment and poor mental health.

Healthcare provision is also stretched by the needs of an ageing population. The ratio of working to retired people is dropping, and there are growing numbers of people living past the age of 85, often with multiple and complex health conditions, including various forms of dementia.

We want to ensure the continued good health of our community, by transforming the health and social care system to meet their changing needs. We recognise how much difference early intervention can make in improving outcomes. We want a health and social care system that meets 21st Century expectations within the resources available. We will seek to deliver community-based services which reflect people's needs and encourage independence and personal responsibility. We want a community that promotes health and social wellbeing for all, through physical activity, healthy lifestyles, and engagement from the business, voluntary and community sectors.

To achieve this we will:

- **Focus on the promotion of health and wellbeing, and the prevention of, early intervention in, and protection from negative health outcomes**
- **Support the continuing transformation of the health and social care system, across and in partnership with the public, private and voluntary sectors**
- **Provide health and social care services that respect individual needs and promote independence and personal responsibility**
- **Provide timely and appropriate diagnosis, treatment, support and care, based on need, for all those who need to access it**

- **Treat mental health with equal consideration and priority to physical health**
- **Encourage and facilitate active lifestyles, and access to Guernsey's rich natural and cultural environment, for the benefit of the community's health and mental wellbeing, recognising the many social determinants of health**

Safe and secure place to live

Guernsey is an attractive place to those who live here and those that visit us. It is a safe place, crime rates are low and the majority of the population are not worried about crime. Our economy is stable with low unemployment rates.

We want to ensure that our island continues to be an attractive place and that people entitled to live here, are able to do so if they wish. This will require us to protect what makes Guernsey a safe, secure and attractive place and ensure that our efforts are focused on sustainable solutions. We need to protect the natural environment around us and encourage a balance between protection and development for the benefit of our community and economy. This will require us to manage the competing demands on our limited resources. Availability and affordability of housing options is a challenge we need to address. As a mature jurisdiction we also have responsibilities as a member of the global community in relation to dealing with issues such as climate change.

In an increasingly uncertain world we need to ensure that we can be resilient in the face of unexpected events, both in Guernsey and the wider world.

To achieve this we will:

- **Be proactive in monitoring potential threats to our way of life both internally and externally and, where necessary, make provision to mitigate the effects**
- **Ensure that we are well prepared for any major incident that might pose a threat to our safety, security or way of life**
- **Improve housing options to ensure appropriate availability, quality and affordability**

- **Improve availability of supported accommodation to assist independent living**
- **Ensure we have fit-for-purpose infrastructure to enable us to deliver services appropriately**
- **Facilitate the development of a thriving and vibrant harbour and town seafront that people will want to use, visit and invest in, by ensuring that local planning briefs are prepared for the Harbour Action Areas**
- **Provide clean, open and accessible public spaces**
- **Ensure the natural and built environments are of a high quality, reflecting our local distinctiveness and meeting the needs of the entire community in Guernsey**
- **Prevent and mitigate the adverse effects of climate change on our environment and reduce our contribution to global climate change**
- **Understand and promote the importance of our marine and coastal environments and ensure the potential for economic gain does not compromise their health or protection**
- **Prioritise, resource and implement extant environmental strategies and policies**
- **Protect and enhance our natural environment**



One community: inclusive and committed to social justice

The previous States made progress in this area, developing and approving strategies and plans that, when implemented, will see improvements in inclusion and social justice in our island. Whilst most people in Guernsey have a good standard of living and a high quality of life, this is not universal. There are some individuals who, for a variety of reasons, are not able to enjoy a standard of living or level of participation in society that would be deemed acceptable against independent measures of wellbeing.

We want to be an open, forward-looking people; to celebrate difference and diversity and freedom of expression; but to be one community bound by a commitment to inclusion and social justice.

We want our community to come together as a single unit: integrated and supportive of each other. A community where people look out for one another but also understand the importance of personal responsibility. Inclusion and equality of opportunity should exist from birth into adult life in areas such as education, the workplace and the community. Guernsey should be a place where no-one gets left behind.

We place equal emphasis on standard of living and quality of life.

The previous States have agreed, most recently in 2016, that for a variety of reasons some individuals and families suffer from levels of financial deprivation and social exclusion which are wholly unacceptable in a generally prosperous society. We recognise that the success of a society is affected not just by how wealthy it is but also by the wellbeing of all its people.

We want to understand better the extent of relative poverty and income inequality in Guernsey and their effects on individuals, families and the prosperity and wellbeing of society generally.

To achieve this we will:

- **Prioritise, resource and implement social policy initiatives which were agreed by the 2012-16 States, including in relation to: disability and inclusion; supported living and ageing well; children and young people; mental health and wellbeing; and a social welfare system which unifies housing and income benefits and directs financial assistance to those in most need, as developed by the former Social Welfare Benefits Investigation Committee**
- **Foster integration within our community**
- **Focus on community-based provision of social care services**
- **Provide support to informal carers**
- **Implement the improvements required to monitor, understand and reduce poverty and income inequality in Guernsey**
- **Promote community participation, and consider where and when it may be more effective for government to enable the community to act or support the community's needs rather than act itself**
- **Encourage personal responsibility among individuals and families in planning for the future, including retirement**
- **Support, nurture and promote access to sports and the arts through the dynamic and efficient use of all resources available**
- **Recognise the value of the early years, partnering with families and communities to ensure every child has a nurturing and supportive start in life**
- **Deliver on our responsibilities as Corporate Parent for all children in statutory care, including young care leavers**

Lifelong learning

The learning environment provided by the public and private sectors in Guernsey is excellent. However, continuous improvement is essential. Education has a unique power to unlock opportunity for every individual and to secure a future of economic prosperity and social inclusion for our islands. We want every child to receive a first class education as a right and not a privilege. This should be reflected both in high levels of attainment in every school and in learners' wellbeing and personal development. We want everyone in our community, recognising their diversity, to have the opportunity to develop the knowledge, understanding and skills to be adaptable and resilient and to pursue happy, healthy and fulfilling lives, contributing to the success of our economy.

We want people to have a lifelong enjoyment of learning, not just for the benefit of their work lives but also for their health and wellbeing. The quality and depth of education and lifelong learning will in part determine how successfully we are able to meet the complex challenges of the present and the future.

To achieve this we will:

- **Ensure everyone in our community has the fullest opportunity to develop the knowledge and skills needed to pursue happy, healthy and fulfilling lives meeting the needs of our economy today and in the future**
- **Provide and encourage opportunities for continuous personal development to all in our community**
- **Improve digital and financial literacy across our community, for young and old**
- **Foster individual and community participation in local nature conservation and enhancement to create a sense of ownership of and responsibility for our unique island environment amongst all ages**



Centre of excellence and innovation

We believe our success lies in our ability to move quickly, be flexible and take advantage of opportunities. We want to maintain this ability and promote our reputation as a centre of excellence and innovation.

To maintain this ability in a rapidly evolving world of increased digitisation, connectivity and unprecedented advances in the availability and use of technology, we will need to have world-class digital connectivity. High-speed, low-cost digital connectivity is critical to a knowledge-based economy, local businesses, delivery of government services, social inclusion and maintaining modern lifestyles.

To achieve this we will:

- **Invest in digital infrastructure to improve reliability and reduce costs**
- **Encourage the growth of digital and information businesses through the Future Guernsey Economic Fund**
- **Ensure the provision of reliable, sustainable and affordable air and sea links**
- **Ensure conditions that encourage enterprise**
- **Remove barriers to business, keeping regulation appropriate and proportionate, whilst respecting social and environmental safeguards**
- **Define the level of risk with which Guernsey is comfortable**
- **Promote innovation within the public sector and its partners, and in pursuit of the realisation of government policies and strategies**
- **Promote the pursuit of skills in science, technology, engineering and mathematics, providing opportunities for men and women to gain the strong technical skills that underpin a creative, innovative society**

Mature international identity

Guernsey already has a respected international identity with a strong history. We engage effectively with other jurisdictions on areas of direct interest through respected organisations such as the Organisation for Economic Cooperation and Development (OECD), the British-Irish Council, and the Commonwealth Parliamentary Association, and through the Channel Islands Brussels Office. We negotiate on our own tax agreements. We are committed to meeting international standards in respect of social and environmental issues. We actively promote awareness of our unique heritage and culture through internationally recognised local events.

We want to continue to celebrate the differences that make us unique. We want to ensure that the value of our art and culture is recognised because this is what shapes our identity and differentiates us on the world stage. We want to maintain and enhance our international identity. We would like to see greater autonomy and more freedom to negotiate our own agreements. We want to ensure that we have a clear, well-understood and respected constitutional position. We are a mature jurisdiction with the responsibilities associated with that. We need to seek extension of international standards to Guernsey, where appropriate and proportionate for our size.

To achieve this we will:

- **Ensure our interests are taken into account in the UK / EU exit agreement and seek new opportunities where possible**
- **Ensure Guernsey continues to meet existing and emerging international standards in relation to market access**
- **Progress work on signing up to appropriate and proportionate social, environmental and justice standards**
- **Seek greater autonomy from the UK in respect of the legislative process and international agreements**
- **Protect and promote our unique identity, language and rich natural and cultural heritage, including through our culture and arts**
- **Increase access to and participation in arts and culture for all in our community**

What is the Link to Public Service Reform?

Public Service Reform was initiated by the States' Chief Executive in 2015 as a means of addressing our growing and competing priorities for delivery of public services within a climate of financial restraint. Reduced tax revenues are forecast in the future, coupled with a predicted increase in demand from the community for public services such as health and social care. We cannot afford to stay the same; we need to change to meet these future challenges.

The successful implementation of the Public Service Reform agenda, and the transformation programmes within it, will bring a return on investment known as the "reform dividend", where cost savings can be used to cope with forecast increases in demand for services like health and social care, be invested in new or improved services or used to rebuild our reserves. The States Assembly has an important role in supporting and enabling the successful implementation of Public Service Reform.

The successful delivery of reform will unlock resources to fund other priorities identified as part of this Plan: it is therefore essential that the priorities of the Plan are taken forward in a co-ordinated way with the Public Service Reform programme.

What's Next?

This document is the first phase of the Policy & Resource Plan. It will be debated by the States on 15 November 2016.

Once it has been approved the phase one of the Plan will set out the guiding principles that will help the States' Principal Committees develop their own Committee Policy Plans. These plans will set out the work the Principal Committees intend to undertake over the next five years in order to achieve the objectives set out in the phase one of the Plan.

Inevitably, we will not be able to deliver everything we would like to. We only have so much time, money and people to deliver the services we need to as government. It will be the Policy & Resource Committee's responsibility to work with the Principal Committees to prioritise the proposals submitted in their policy plans. As part of this work we will be engaging with the community in early 2017.

The Committee Policy Plans will not be considered in isolation from one another, as it is important to ensure that the resources are directed wherever they will deliver the greatest benefits.

The Policy & Resources Committee will return to the States in June 2017 with the phase two of the Plan based on the collated proposals from the Principal Committees. It will be that document that forms the final Policy & Resource Plan.

For more information go to gov.gg/policyandresourceplan