

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

POLICY & RESOURCES COMMITTEE

POLICY & RESOURCE PLAN
2018 REVIEW AND 2019 UPDATE

The States are asked to decide:-

Whether, after consideration of the Policy & Resource Plan (2018 Review and 2019 Update) Policy Letter dated 20th May 2019 they are of the opinion:-

1. To direct -
 - a) the Policy & Resources Committee to redraft the Policy & Resource Plan to reflect the revised policy objectives as set out in appendix 1 to the Policy Letter:
 - a. 'Access to Secondary Pensions' in place of 'Social Welfare';
 - b. 'Housing Strategy' in place of 'Housing Supply Policy';
 - c. 'Meeting Guernsey's Energy Needs' in place of 'Energy Policy';
 - d. 'The Future Model of Care' to include 'Partnership of Purpose', 'Health and Wellbeing' and 'Regulation and Support Policy'; and
 - e. to introduce the priority policy area 'Mitigate climate change';
 - b) the Policy & Resources Committee to design, in discussion with Committees, political 'policy supervisory boards' with political members who are authorised to discharge relevant functions of those Committees under section 2 of the States (Reform) (Guernsey) Law, 2015, within the context of specific policy objectives resolved by the States;
 - c) the Committee *for* Health & Social Care to undertake expeditiously all work associated with revisions and amendments to the Children (Guernsey & Alderney) Law, 2008;
 - d) the Policy & Resources Committee and the Committee *for* Home Affairs working in partnership to deliver the Justice Policy and, together with the Committee *for* Health & Social Care and the Committee *for* Education, Sport & Culture, to expedite work that removes delay from systems and processes relating to the delivery of services to children and young people in need, and to ensure that such systems and processes are centred on the best interests of the child or young person concerned;
 - e) the Committee *for the* Environment & Infrastructure to develop a climate change policy and a 'Climate Change Action Plan' in a policy letter no later than May 2020;

- f) that all Committees of the States of Deliberation ensure that, when delivering or overseeing the delivery of their operational functions, they reasonably assess, and where practicable address, the consequential impact on climate change of their actions;
- g) that all Committees of the States of Deliberation when laying policy letters before the Assembly should assess therein any consequential impact on climate change of their proposals together with, where appropriate, their adaptation and mitigation actions;
- h) the Policy & Resources Committee to review and assess the impact of current initiatives contributing to States of Guernsey's response to in-work poverty, bringing an update in the Policy & Resources (Future Guernsey) policy letter in May 2020;
- i) the Policy & Resources Committee, working with the third sector, to undertake preparatory investigations of policies successful in breaking poverty, with a specific focus on generational focus .

2. To amend the Rules of Procedure of the States of Deliberation and their Committees as follows -

(a) by substituting paragraph (1) of Rule 23 with the following paragraph -

“(1) Committees of the States must contribute to the formulation and, once agreed by the States, the application of the States’ Policy & Resource Plan to be known as ‘The Future Guernsey Plan’.”;

(b) by substituting throughout Rule 23 “The Policy & Resource Plan” with “The Future Guernsey Plan”;

(c) by substituting paragraph (3) of Rule 23 with the following paragraph -

“(3) The Future Guernsey Plan shall be formulated according to the following timetable and in conformity with the following actions from 2020 and in every year thereafter in which a term of the States comes to an end:

- (a) March / April – all Committees shall produce a handover report to apprise their successors of what are considered to be the main policy and operational challenges facing the Committee in the next term outside the priority areas of the current Plan. Committees may also use this report to identify important policy issues and extant resolutions that Committees either did not complete or could not prioritise during the term, but which they believe should be considered in the forthcoming term by their successor Committees. Reports will be transmitted to the Policy & Resources Committee and published as an appendix to its policy letter;

- (b) At the last meeting of the States of Deliberation before a General Election of People's Deputies, the Policy & Resources Committee shall lay a policy letter setting out or including:
- a. High level commentary on the Future Guernsey Plan;
 - b. Progress against extant States' Resolutions which remain outstanding;
 - c. An order of priority for the drafting of significant items of legislation for the year ahead; and
 - d. The handover reports transmitted to it under the preceding sub-paragraph."

(d) by substituting paragraph (4) of Rule 23 with the following paragraph -

"(4) Future Guernsey Plan Phase 1

(a) July-October – the new Policy & Resources Committee develops a statement of policy objectives for the medium term (four years) in connection with issues of strategic importance to the Island and the overall policy objectives for the long term established in the Future Guernsey Plan (2018-38), with recommendations for the areas of focus e.g. fiscal and economic affairs, social affairs, the environment, population and external relations;

(b) November – the States debate and resolve their overall policy objectives and areas of focus for the political term."

(e) by substituting paragraph (5) of Rule 23 with the following paragraph -

"(5) Future Guernsey Plan Phase 2

(a) Each Principal Committee develops its own four year Medium Term Committee Policy Plan setting out its contribution to the development and implementation of the priorities of the States as established by the Assembly through the Future Guernsey Plan; its other policy priorities for the political term to fulfil its purpose as set out in its mandate; and action required to discharge extant resolutions;

(b) The Policy & Resources Committee develops a Medium Term Financial Plan for the States which sets out a fiscal plan covering the medium term designed to ensure the finances of the States can support the delivery of the outcomes set out in the Future Guernsey Plan and provide a framework for budget setting over the period;

(c) Alongside the work described in the preceding sub-paragraph, the Policy & Resources Committee works with Principal Committees to embed governance arrangements for political supervisory boards, with political members who are authorised to discharge relevant Committee functions under section 2 of

the States (Reform) (Guernsey) Law, 2015, providing political oversight to 'areas of focus' identified in the Future Guernsey Plan;

- (d) The States debate and make resolutions on work streams in their 'areas of focus' (sub-paragraph (4b) refers) to meet and prioritise their strategic objectives and ultimately finalise the content of the Future Guernsey Plan Phase 1 and Phase 2 which will inform the Budget debate;
- (e) Every 12 months the Policy & Resources Committee submits to the States a commentary on overall progress on delivery of the Future Guernsey Plan including annual performance reports from the political supervisory boards referred to in sub-paragraph (c) and any proposals to amend the Future Guernsey Plan which are considered necessary; and
- (f) The Policy & Resources Committee:
 - (i) advises the States in its annual update on the Future Guernsey Plan on progress against extant States' Resolutions which remain outstanding; and
 - (ii) lays before the States an order of priority for the drafting of significant items of legislation for the year ahead."

(f) by inserting paragraph (6) in Rule 23 –

“(6) Notwithstanding the foregoing, a special Meeting of the States shall be convened on Tuesday 5th May 2020 to consider the [Policy & Resource Plan]/[Future Guernsey Plan].”

- 3. To rescind or transfer accountability for the resolutions of the States of Deliberation as set out in Appendix 5 of the 'Policy & Resource Plan (2018 Review and 2019 Update) Policy Letter dated 20th May 2019'.

The above Propositions have been submitted to Her Majesty's Procureur for advice on any legal or constitutional implications in accordance with Rule 4(1) of the Rules of Procedure of the States of Deliberation and their Committees.

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

POLICY & RESOURCES COMMITTEE

POLICY & RESOURCE PLAN
2018 REVIEW AND 2019 UPDATE

The Presiding Officer
States of Guernsey
Royal Court House
St Peter Port

20th May, 2019

Dear Sir

1. Executive summary

- 1.1 This policy letter is the annual commentary from the Policy & Resources Committee on the performance of the States of Guernsey in relation to the Policy & Resource Plan¹. It incorporates updates provided by the Principal Committees of the States.
- 1.2 The review and reporting process established by the States of Deliberation in 2016 enables the Assembly to assess where progress is being made in relation to the Policy & Resource Plan, what can be done to improve progress where needed, and whether or not the States needs to re-prioritise.

Enhanced annual reporting

- 1.3 Following work that has been undertaken since the annual update 12 months ago, the Assembly can now consider reports by priority area of focus, and also reports on Committee Policy Plans which generally focus on meeting extant resolutions.
- 1.4 The enhanced reporting means that there is now greater clarity in the progress the States is making, for example with the Partnership of Purpose, Seafront Enhancement, the Supported Living & Ageing Well Strategy and the Children & Young People's Plan. It is clear too, where progress has been more cautious but the building blocks have been put in place to enable greater momentum over the next 12 months, such as in the energy policy and the strengthening of transport connectivity. It is also clear where progress has been limited, for example with the Long-Term Infrastructure Investment Plan.

¹ [Rule 23, Rules of Procedure of the States of Deliberation and their Committees](#)

1.5 Reporting in this manner helps to demonstrate how the States is addressing cross-Committee themes of importance to the community, such as climate change, transport connectivity, healthcare and in-work poverty. This approach informs debate and assists with prioritising pipeline work for the next iteration of the Plan.

Long-term objectives and progress

1.6 The Committee notes that the Plan remains ambitious in its objectives. However the Assembly established a plan with long-term horizons because much of the policy work required to achieve its objectives will need time to deliver.

1.7 In November 2017 the Assembly agreed its priorities for this phase of the Plan (2018-2021). It is therefore pleasing that a number of important enabling policy development work streams have now been completed this year and move to an implementation phase, for example:

- Brexit planning and legislation;
- the extension of Guernsey's territorial seas;
- progressing the extension of the UK's membership of the World Trade Organization to Guernsey;
- the States of Guernsey Economic Development Strategy;
- the proposals to modernise the Princess Elizabeth Hospital;
- transport connectivity and contingency planning;
- the submission to the UK for extension of the UN Convention of the Rights of the Child;
- the Carers' Action Plan; and
- the review of the Marriage Law.

1.8 In addition, this is the first review following the publication of the Better Life Indicators Report². This report provides a baseline from which to measure progress in the future. The indicators in the report were agreed by the Assembly in June 2017. They were adapted from the Organisation for Economic Co-operation and Development's (OECD) Regional Wellbeing Index, which is part of its Better Life Initiative. The initiative enables a comparison between nations and regions using measures the OECD deem to be generally representative of wellbeing across a range of areas. The intention behind using this framework as a basis for reporting is to enable Guernsey to be compared with other jurisdictions using internationally accepted measures, as well as to track changes over time. It will also enable to the States to add in other measures that are seen as appropriate in the future, for example further indicators in relation to climate change and in-work poverty.

1.9 Although the Policy & Resources Committee continues to have concerns with the overall deliverability of the Policy & Resource Plan's 22 priorities, it is not recommending that reprioritisation is necessary at this stage. The Committee recognises that some priorities are long-term and will be addressed through more

² [Resolution 1\(f\), Billet d'État No. XV of 2018](#)

than one States' term. Consequently the Committee is focused on the work streams within the areas of focus to ensure progress is made in this term to support further work in the next term. It is, however, also supporting the Committee *for* Employment & Social Security in recommending the refocusing of Social Welfare to Secondary Pensions with a view to conclude the work stream with a policy letter brought to the States in early 2020.

Meeting the legislative challenge

- 1.10 A considerable number of pieces of legislation have been passed by the States in this term, and with the most urgent Brexit related work now achieved, greater progress can be made on other areas of legislation. Funding in the 2019 budget and the creation of a Legislative Drafting Resource Panel (a panel of experienced drafters to assist in some circumstances, as further set out in section 6) should also enable greater progress on other non-Brexit areas of legislation.

Extant resolutions and new policy development

- 1.11 For all Committees, balancing the resourcing of Policy & Resource Plan work, the discharging of extant resolutions and supporting policy development in a consistent and timely fashion is challenging.
- 1.12 The Committee continues to work with Principal Committees on policy planning and development to achieve a situation where there is greater alignment between extant resolutions and the Plan, ensuring that propositions are laid only when they can reasonably be delivered should the States resolve to support them.
- 1.13 The States of Guernsey have also supported the Policy & Resources Committee allocating significant resource to establish a States-wide policy team to support Principal Committees on States-agreed priorities for policy development.

Supporting cross-Committee working

- 1.14 Last year's update advised that more cross-Committee work was being undertaken, and that approach has continued. The Policy & Resources Committee's view is that this is an important and positive development, but that it needs to be supported through appropriate governance and administrative structures. If the States' strategic direction is truly the priority for the Assembly then the Policy & Resource Plan is sovereign. A consistent and formalised approach is critical in delivering the States-agreed priorities at pace and will facilitate sharing of resources and expertise.
- 1.15 The Committee is bringing forward proposals to establish political policy supervisory boards under section 2 of the States (Reform) (Guernsey) Law, 2015³, in order for the relevant Committee functions to be performed by individual Committee Members in cross-Committee priority areas of focus.

³ [The States \(Reform\) \(Guernsey\) Law, 2015](#)

Transition into the next States' term

- 1.16 The Committee has also taken this opportunity to set out its proposed approach in relation to the transition of the Plan into the next States' term following the 2020 General Election. This work will also address concerns raised by the Scrutiny Management Committee with regard to the Plan's transition. The transition requires the new political body to accept that it will achieve a four year span of influence, driving the priorities and direction of policy development towards the overall 20-year objectives, but not with immediate effect. The 2018-2021 Plan will inform the 2021 budget process through the timing of the budget debate (November 2020). During this period and up to debate on the refreshed Plan in June 2021, the current priorities remain resourced and in progress.
- 1.17 Following the principles of Rule 23, the new Policy & Resources Committee will develop a statement of policy objectives for the medium term (2022-25) in connection with issues of strategic importance to the Island and the overall policy objectives for the long term established in the Policy & Resource Plan, e.g. fiscal and economic affairs, social affairs, the environment, population and external relations. The new Assembly will debate and make resolutions on its overall policy objectives and areas of focus as soon as practicable but with the intention this is achieved by November 2020.
- 1.18 Principal Committees will then develop their own four-year Medium Term Committee Policy Plans setting out their policies and priorities over the life of the Plan (2022-25) to:
- implement the priorities of the States pertinent to their mandate;
 - fulfil their purpose as set out in their mandate; and
 - discharge extant resolutions.
- 1.19 Committees will also resolve to work under new governance arrangements within 'areas of focus' identified in the Policy & Resource Plan to establish work streams to meet government's strategic objectives.
- 1.20 The refreshed Policy & Resource Plan will be debated by the new Assembly in June 2021 to inform the 2022 budget.

Ownership of the Plan

- 1.21 Finally, the Committee has taken every opportunity over this term to stress that the Policy & Resource Plan belongs to the States of Deliberation. It was created by changes to the policy planning process introduced in 2016 by the whole Assembly. It is not the Committee's Plan but its title often causes confusion. It is for this reason that the Committee seeks support in formally moving to name it the 'Future Guernsey Plan'.

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SECTION 2

2. Introduction

- 2.1. The States agreed in July 2015⁴ that the States' Strategic Plan should be replaced with a Policy & Resource Plan with a 'significant focus on policy matters', which was to be 'reasonably straightforward, flexible and un-bureaucratic' and was to be seen as a 'means of strengthening leadership, co-ordination and accountability' rather than an end in itself.
- 2.2. The Rules of Procedure of the States of Deliberation and their Committees⁵ (Rules of Procedure) requires that the Committee resubmits the Policy & Resource Plan to the States annually in June, together with commentary from the Committee on overall progress; annual performance reports from the Principal Committees; and any proposals to amend the Policy & Resource Plan considered necessary.
- 2.3. Last year for expediency, given the Policy & Resource Plan was not finalised until November 2017, all Committees and Boards, not limited to Principal Committees, submitted annual performance reports. These combined their management accounts with the requirements of the Rules of Procedure for an update on the Policy & Resource Plan.
- 2.4. This year the Policy & Resources Committee has been able to better meet the underlying purpose of the updates on the Plan, including holding the Principal Committees to account and advising on future work streams. It has achieved this by working with Principal Committees to bring reports focused exclusively on the priority areas and, separately, update reports on Committee Policy Plans addressing areas of work outside the Plan.
- 2.5. This policy letter provides:
 - commentary on overall progress;
 - proposals to amend the Plan, its governance and the policy planning cycle to further meet the objective of a 'reasonably straightforward, flexible and un-bureaucratic' approach with a 'significant focus on policy matters', and that strengthens leadership, coordination and accountability;
 - a progress report on the 'Future Guernsey Plan' (the Plan - previously known as the Policy & Resource Plan) by providing separate reports on each priority area. For the first time, the Assembly is receiving the updates on each of the work streams developed in each area to deliver the high level objectives of the States of Guernsey. It is the phasing and prioritisation of these work streams that is the focus of the Committee in its policy planning leadership capacity; and

⁴ [Billet d'État XII of 2015](#)

⁵ [Rule 23, Rules of Procedure of the States of Deliberation and their Committees](#)

- Committee Policy Plan reports which fulfil the annual performance report requirement of Committee activity operating within its mandate without repeating the detail on work each Committee is undertaking in support of the priority areas within the Plan.
- 2.6. The Committee’s duties in relation to laying before the States their management accounts and an order of priority for the drafting of significant items of legislation for the year ahead are discharged at Appendix 8 and 4 respectively.
 - 2.7. Concurrent with the annual debate on the Policy & Resource Plan, the Committee has a duty to advise the States on progress against extant States’ Resolutions. This is discharged through the reports from Principal Committees on progress within their Committee Policy Plans. The Policy & Resources Committee’s commentary also presents those resolutions that Committees are seeking to rescind or transfer.
 - 2.8. Following the States’ consideration of the Framework for Public Service Reform Policy Letter⁶ the Committee is required to report to the States annually on progress with this long-term reform agenda. Progress reporting is discharged through the requirement for an Annual Report from the Chief Executive of the States of Guernsey as Appendix 7 to the Policy & Resource Plan.

SECTION 3

3. Theme: Our community

One community: inclusive and committed to social justice

- 3.1. We are an open, forward-looking community, celebrating difference and diversity and freedom of expression. But we also need to further strengthen our commitment to inclusion and social justice to ensure they are universal. Inclusion and equality of opportunity should exist from birth into adult life in areas such as education, the workplace and the community. The Bailiwick of Guernsey should be a place where no-one gets left behind, and where a commitment to community is balanced by a recognition of the importance of personal responsibility.
- 3.2. We want to better understand the extent of relative poverty and income inequality and their effects on the wellbeing of individuals, families and the community. There is a need to mitigate the immediate impact of in-work poverty with shorter term fixes which the recently debated Review by the Scrutiny Management Committee has highlighted and the Future Guernsey Plan is addressing. However the Review has not considered some of the more fundamental factors that can be causal, such as the nature of the employment market, the skills gaps, and the way that the economy will evolve in a more digitally-based economy. The Policy & Resources Committee explores ‘tackling poverty’ more closely within this policy letter at section 3.11-3.19 and in Appendix 2.

⁶ [Billet d’État XVI of 2015](#)

Progress during 2018 - 2019

- 3.3. During this political term the Committee *for* Employment & Social Security has led on the implementation of the Disability & Inclusion Strategy. It has commissioned a comprehensive evaluation of discrimination and equality legislation from six countries by academics from the Centre for Disability Law and Policy at the National University of Ireland. In June 2018 the Assembly unanimously agreed that this programme of work should be expanded to develop policy proposals for legislation to protect people from discrimination on multiple grounds, including disability.
- 3.4. In mid-2019 the Committee *for* Employment & Social Security intends to publish for consultation policy proposals to inform this legislation, bringing a policy letter to the Assembly by April 2020. Disability, Equality & inclusion is a priority area within the Future Guernsey Plan and a comprehensive update on this work stream is included within the Disability, Equality and Inclusion update at Appendix 1(p).
- 3.5. During 2018 a significant milestone was the successful implementation by the Committee *for* Employment & Social Security of the new system of Income Support which brought together the supplementary benefit and the rent rebate systems for social housing into a single comprehensive system. This is intended to create a fairer welfare system that treats social housing tenants and private rental tenants equitably, and has reduced the anomalies that were created by having two separate sets of rules.
- 3.6. The focus is now switching to Secondary Pensions. In 2016 the Assembly agreed in principle to introduce a system of automatic enrolment into private pension saving. During 2018-2019 a procurement exercise has been undertaken to select an experienced provider. In addition, policy work has been undertaken to develop the detailed design of the rules around automatic enrolment. A policy letter setting out proposals, regulation and costs will be laid before the Assembly this year. If approved, legislative drafting and preparations to launch the scheme are anticipated to take 18-24 months.
- 3.7. The Assembly will also be considering proposals in the latter half of 2019 on long-term care insurance funding that respond to extant resolutions within the Supported Living & Ageing Well Strategy.
- 3.8. The Assembly has made support for children and young people a priority, considering an update report in February 2019. The Children's Law requires the creation of a Plan at least once every three years and whilst culturally this is becoming business as usual, there are work streams to complete as part of establishing the services to deliver the objectives of the legislation. These are important and remain a focus for this Assembly.
- 3.9. Despite this positive progress, there is increasing concern regarding what appear to be unintended consequences of the Children's Law and the best efforts of all involved. It is critical that the changes to the primary legislation which have been reported in the Committee *for* Health & Social Care's Policy Plan are advanced as a priority to prevent the delays created by the system from ensuring the best and safest outcomes for children and young people.

3.10. A major achievement is the progress on submitting the formal request for the extension of the United Nations Rights of a Child with the submission to the UK Government made on 28th February, 2019. As yet, it is not known when the Charter will be formally extended to Guernsey, but this is a significant milestone. Concluding the submission has demonstrated that the best progress is achieved when managed from within such programmes and therefore the priority area – International Standards Framework – is under review.

Improving standards of living: tackling poverty

3.11. The Scrutiny Management Committee In-Work Poverty Review⁷ examined issues faced by those who are in paid employment but still face difficulties in meeting their day to day needs from their income.

3.12. The Policy & Resources Committee acknowledges the work of the Review Panel and the Scrutiny Management Committee but could not support the propositions. However it does support the overall objectives of the Review and noted that the Panel observed:

‘the achievement of the key objectives of the Policy & Resource Plan depend on ensuring that economic prosperity is effectively shared across the whole community within what is widely perceived to be an otherwise prosperous society’.

3.13. The Assembly resolved that in the absence of a dedicated programme focusing on in-work poverty that the Policy & Resources Committee would review and report on work streams and measures in the Policy & Resource Plan, with particular regard to the issues referred to at sections 13.2-13.6 in the In-Work Poverty Review, and would bring forward any recommendations that it determined may be required.

3.14. This policy letter provides a summary at Appendix 2 of the appropriate analysis of more recently published data and the impact of the Future Guernsey Plan work streams on in-work poverty, in particular the new Income Support scheme, together with consideration of areas not addressed within the Review, such as:

- the ‘disregard’ within the Island’s benefit system;
- the rent induced poverty factor – fear of losing social housing if income or savings exceed threshold values, and impact of private rental costs; and
- utilisation of the medical assistance scheme available to those not receiving benefits on a means tested basis.

3.15. The Policy & Resources Committee continues to hold the view that there is much within the Plan that will deliver against the States of Guernsey’s overarching objectives when analysed in this manner. However it also recognises that a more overt focus would provide the scrutiny the Assembly requires. It is therefore recommending that it:

⁷ [Billet d’État No.1 of 2019](#)

- reviews and monitors overall progress;
 - co-ordinates activity across Committees;
 - considers the impact of the current Future Guernsey Plan initiatives in totality on reducing in-work poverty; and
 - brings a final update to the Assembly in the Future Guernsey Plan policy letter in May 2020.
- 3.16. Policy development to break the generational pattern to lift people out of relative poverty is the next phase for the Assembly to consider. However it is imperative that focus and resources are directed to complete current priority policy areas and extant resolutions, not to create more, with the resultant inherit risk that nothing is then completed. This will assist in remediating the immediate inequalities and hardship.
- 3.17. The new Assembly should only consider prioritising any further activity when presented with a suitable programme of work with resources identified and objectives defined. This is how the Future Guernsey Plan should be developed, giving visibility to the work streams so they can be prioritised against each other when competing for the same limited resource.
- 3.18. This can be achieved for this area of policy by working with the third sector. The Guernsey Community Foundation intends to commission research on poverty in Guernsey. Focusing this research on policies successful in breaking generational poverty would:
- review the available information and evidence on the extent of poverty in Guernsey;
 - identify data and evidence gaps;
 - consider progress with extant resolutions that will further impact poverty or support breaking the generational pattern;
 - investigate and identify successful policy actions in other jurisdictions to break the generational pattern;
 - consider whether additional government policy measures to alleviate poverty and break the cycle of generational poverty should be considered; and
 - any actions that may usefully be undertaken by the third sector, taking into consideration the impact of existing policies and strategies of the States of Guernsey.
- 3.19. The Policy & Resources Committee recommends it undertake to work with the Guernsey Community Foundation and bring forward proposals to the Assembly.

Lifelong learning

- 3.20. We want every child to receive a first class education as a right and not a privilege. This should be reflected both in equal opportunity to achieve to the best of one's ability 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 knowledge, understanding and skills, to be adaptable and resilient, and to pursue

happy, healthy and fulfilling lives, contributing to their own health and wellbeing and to the future success of our economy.

- 3.21. The quality and depth of education and lifelong learning will be critical in determining how successfully we are able to meet the opportunities and challenges of the future global economy, and this is recognised as an essential element in the States of Guernsey Economic Development Strategy and the work of Skills Guernsey.

Progress during 2018 - 2019

- 3.22. The States of Guernsey have made recent significant policy decisions on education since the development of the Future Guernsey Plan which the Committee *for* Education, Sport & Culture is leading on. It is pertinent, therefore, to re-examine the current policy development work streams now within the Plan and distinguish them from the capital plans and associated operational matters to develop appropriate learning spaces and facilities for future learning. These policy work streams are:

- Further and Higher Education - the Guernsey Institute;
- Developing educational centres of excellence including further development of the new curriculum, an inspection framework, performance reporting and admissions; and
- the repeal and replacement of the Education (Guernsey) Law, 1970 and associated amendments.

- 3.23. The integration of the provision of all technical, vocational and professional studies, including apprenticeships, into a single entity called the Guernsey Institute, will merge the College of Further Education (CFE), the Institute of Health and Social Care Studies (IHSCS) and the GTA University Centre (GTA UC). From 1st July 2019, a shadow board will be in place with representation from the three existing entities. The long-term aim is to partner with a UK university to seek University College status.

- 3.24. An Executive Principal will be appointed this summer and once the new Education Law is in place, governance and leadership responsibilities will be devolved to a single board, established as a statutory corporation. Meanwhile the focus of learning continues to be informed by the work of Skills Guernsey, supporting the States of Guernsey Economic Development Strategy, the Disability and Inclusion Strategy, the Digital Strategy and the Longer Working Lives initiative.

- 3.25. The Assembly will be asked later this year to agree proposals in support of its extant Resolutions⁸ to identify the two most appropriate sites within the existing education estate for use as part of one 11 to 18 school, operating as one organisation in two constituent colleges of campuses, both offering the full 11-18 provision of the Bailiwick's Big Picture Curriculum (Le Murier, Les Voies and St Anne's remain open and operating as currently). Proposals to support the organisation of post-16 education will also be laid.

⁸ [Billet d'État No II of 2017](#)

- 3.26. The Review of the Education (Guernsey) Law, 1970 and its various amending legislation will repeal and replace the 1970 Law. Including special education needs, the new Law will underpin a twenty first century, equal opportunity education system appropriate for a modern society. This is a significant enabling work stream and, like the discrimination legislation, has been resourced by the States of Guernsey policy team to support the Committee *for* Education, Sport & Culture meet its ambitious timeframes.

Theme: Our quality of life

- 3.27. The Better Life Indicators Report monitoring the Future Guernsey Plan was published for the first time in 2018. Its adapted version of the Regional Wellbeing Framework from the OECD Better Life initiative gives an overall impression of quality of life in Guernsey compared to other jurisdictions, via a set of internationally comparable indicators. It will be used to support the States of Guernsey's policy planning and monitoring process, providing a framework against which progress can be measured. It provides an overall impression of living conditions in Guernsey, which is intended to help give an objective view of the effectiveness of the policies of the States and help highlight areas that need attention.
- 3.28. At this very early stage it should be noted that the measures presented are intended to be evaluated over the long-term. The information is historical (relating to 2017 and earlier), so at this stage provides a reflection of the past policies of the States as well as recent global and Island conditions.
- 3.29. Guernsey can now be compared with other jurisdictions over time. In the 2018 edition, if the best performing jurisdiction is scored 10 and the worst 0 and other jurisdictions scored based on their relative position in between, Guernsey scores as follows for each of the key themes of the Plan:
- 9.4 for Our Economy
 - 7.0 for Our Quality of Life
 - 7.4 for Our Place in the World

Surveys to collect data for Our Community are underway and data on these indicators will be presented in the next version of the report

- 3.30. This is the first step to place our performance on these very high-level indicators in context by comparing with other jurisdictions. Generally speaking, our relative performance on these indicators is 'good' or 'very good'. However, even where our performance is exemplary, these indicators suggest areas where we might need to look closer at what is going on in Guernsey. The introduction of this annual monitoring and benchmarking process will be invaluable when the new Policy & Resources Committees leads the next Assembly on the development of the next iteration of the Plan.

Healthy community

- 3.31. We are fortunate that in the Bailiwick we have a high life expectancy and most islanders report good health⁹. Leading causes of death in Guernsey are circulatory diseases, cancers, respiratory diseases, and mental and behavioural disorders¹⁰ – many of which are likely to be driven by common risk factors including tobacco, alcohol and sedentary lifestyles. Only 15% of respondents to the Guernsey and Alderney Healthy Lifestyle Survey in 2013 were assessed as having high mental wellbeing based on their responses to standardised questions.
- 3.32. Health care provision is also being challenged by the increasing needs of an ageing population. The ratio of older people to those of working age has increased from 0.25 in 2011 to 0.31 in 2018¹¹, and the number of people living past the age of 85 is projected to increase significantly over the next decade. As a result, our services are increasingly presented with patients who have multiple and complex health conditions, including both physical and mental health conditions such as dementia.
- 3.33. We want to ensure the continued good health of the community, by ensuring we have a health and social care system to meet the changing needs of a diverse range of service users in a small community where the tax payer does not benefit from the purchasing power or economies of scale of a larger organisation. We are expecting the population changes to put pressure on affordability which requires a change of focus to prevention and early intervention as well as reviewing and improving processes with a view to delivering more efficiently.

Progress during 2018 - 2019

- 3.34. The States of Guernsey have undertaken a significant programme to transform the Bailiwick's health and care services, as set out in the Partnership of Purpose Policy Letter¹². A number of work streams have been established during 2018-19, including a review of the future model of the funding of primary care; the development of a universal offer of health and care services; a programme to transform community services and to invest in new technology; and a programme of hospital modernisation at the Princess Elizabeth Hospital.
- 3.35. The Policy & Resources Committee, supported by the Committee *for* Employment & Social Security, is bringing a policy letter to the States in early June 2019 to restructure, in part, the funding of health and care through the Guernsey Health Service Fund. This is intended to enable the fundamental remodelling of service provision as envisaged in the unanimously supported Partnership of Purpose.
- 3.36. There has also been a significant focus on early intervention and prevention through a comprehensive health and wellbeing programme. This has included the establishment of a Health Improvement Commission for Guernsey and Alderney; the introduction of

⁹ [Health, Wellbeing and Social Inclusion Survey 2013](#)

¹⁰ Health Profile for Guernsey and Alderney 2013-15

¹¹ Data and Analysis Unit

¹² [Billet d'État XXIV of 2017](#)

a pilot to introduce free contraceptives for the under 21s; a review of cancer screening programmes; a review of the funding of drugs, treatments and devices; and the publication of a Joint Strategic Needs Assessment for older islanders. Public health strategies are working systematically to improve the health and wellbeing of the population, reduce risk factors and alter the environment, notably through:

- prioritising prevention and early intervention;
- championing approaches that support individuals, families and communities in taking responsibility for their own health and wellbeing; and
- working with partners to make certain that public health is included in policies so people have the necessary skills, knowledge and environment to easily make healthy choices.

3.37. The Committee *for* Health & Social Care's proposals for an independent commissioned model of health and care regulation were approved by the Assembly in February 2019 and work is ongoing to explore the option of establishing a pan-island Commission with Jersey. A priority for 2019 will be the introduction of capacity legislation to ensure that there are safeguards in place to protect people who may not have the capacity to make their own decisions. Brexit has impacted the drafting work but this is now re-energised and the Committee *for* Health & Social Care anticipates receiving the first draft mid-summer. This is being closely monitored by the Policy & Resources Committee as the legislation is fundamental to a number of other current government ambitions, not least the multi-ground discrimination legislation.

3.38. The responsibility for promoting a healthy community does not sit solely with the Committee *for* Health & Social Care. There are a number of cross-committee initiatives that aim to promote the health and wellbeing of our community. For example, the Children and Young People's Plan sets out how the States intends to meet the health and activity needs for children and young people in the Bailiwick. The Assembly should also see before the end of this term the proposals for a Sports Strategy resulting from the work of the Committee *for* Education, Sport & Culture to discharge an extant resolution.

3.39. The Supported Living & Ageing Well Strategy sets out how the Bailiwick will deliver and fund the long-term care needs of the Bailiwick's population. Progress includes the publication of a Carers' Action Plan and the development of a new reablement service to promote independent living. Work is ongoing to consider the implications of expanding the scope of the Long-term Care Insurance Fund to cover care at home and to ensure that the funding arrangements for long-term care are sustainable given the Bailiwick's changing demographic.

Safe and secure place to live

3.40. Guernsey is an attractive place for those who live here and for those that visit us. It is a safe place, crime rates are low and the majority of the population are not concerned by the risk of crime.

- 3.41. Land and space are at a premium, and there is a clear need to protect the natural environment and encourage a balance between protection and development for the benefit of our community and economy. For example the availability and affordability of housing is a challenge that we need to address within this context.
- 3.42. We also need to be cognisant of issues such as climate change – not just through playing our part as a member of the global community, but through understanding the potential impact on our Island infrastructure
- 3.43. In an increasingly uncertain world we need to ensure that we can be resilient in the face of unexpected events, both in Guernsey and in the wider world – be that climate change, Brexit, cyber security or other external factors that we need to manage.

Progress during 2018 – 2019

- 3.44. Phase one of the Justice Review is complete. The concluding summary report recommended that the Justice Review should focus on the core criminal justice institutions and their functions, before broadening out to consider the justice system more widely, its statutory framework and its relationship with social justice and related policies. Further detail is set out by the Committee *for* Home Affairs at Appendix 1(g).
- 3.45. The Policy & Resources Committee notes that four of the eight justice outcomes that are the focus of phase two of the Review support the ambition of the revision to the Children’s Law highlighted as necessary by the Committee *for* Health & Social Care and further commented on by the Policy & Resources Committee in this policy letter at section 3: one community. These are:
- recognising the links between justice policy and social policy;
 - increase confidence in justice institutions and processes;
 - the promotion and delivery of the correct intervention at the right time; and
 - ensuring value for money services within the justice system.
- 3.46. Phase two is programmed to be achieved by collating and analysing already available quantitative information and engaging with the principal criminal justice institutions. It is clear that many social justice services as such the Family Proceedings Advisory Service continue to operate under an unsustainable demand which leads to delay in outcomes which may be distressing and harmful to children and those who care for them. Alternative dispute resolution such as mediation will most likely significantly contribute to more timely determination and will negate the need to resort to the formal public or private processes set out in law.
- 3.47. The Island is seeking a justice strategy that recognises both criminal and social demands. Given that the Policy & Resources Committee is working in partnership with the Committee *for* Home Affairs to deliver the Review, and in light of this pressing identified need, it is recommending work that removes delay from systems and

processes relating to the delivery of services to children and young people in need is also addressed in phase two of the Review.

- 3.48. Meanwhile Bailiwick Law Enforcement's high level objectives and priorities are being established politically by the Committee *for* Home Affairs to which the Service will respond through its operational business plan.
- 3.49. More generally, in July 2018 the States of Deliberation supported the Committee *for the Environment & Infrastructure's* Local Market Housing Review and development of a housing strategy. The housing strategy is the collective vision for the direction of housing and housing policies over the next ten years. A comprehensive update on the Housing Supply Strategy is included as a Priority Policy Area Update at Appendix 1(r) and comprises ten work streams, including the identification of future housing requirements; the consideration of the housing needs of specific groups such as key workers and the elderly; and the consideration of the need for affordable housing.
- 3.50. Later this year the Assembly will consider its energy policy that will form the basis of government policy. This will provide direction for businesses and consumers to plan for the future and make sound investment decisions in a changing market. Further work continues on the hydrocarbon supply and renewable energy programmes to meet Guernsey's long-term energy needs. These contribute to the Island's response to climate change, and operationally the States is overseeing considerable work aligned to previous policy decisions with regard to integrated transport and traffic and to environmental protection and biodiversity.

Fighting climate change

- 3.51. The States will also have an opportunity to contribute positively to the global response to climate change and acknowledge their previous commitment to Kyoto targets when considering the Committee *for the Environment & Infrastructure's* energy policy letter.
- 3.52. Not only does Guernsey contribute to global climate change but, as an island state, it is already feeling the impacts of climate change. We are seeing rising sea levels in the Channel Islands, and experiencing more volatile and violent weather patterns – stronger storms, greater frequency of storm damage, flooding, hotter summers, and milder winters.
- 3.53. The need for urgent and meaningful action on climate change is widely recognised. As a mature and responsible jurisdiction, we are alive to the pressing need to minimise our carbon emissions and reduce our environmental impact. Guernsey has made relatively good progress to date with the cable to Jersey reducing carbon emissions by around 35% on 1990 levels, but even so falls short of the reductions that scientists say are necessary to avert dangerous levels of warming.
- 3.54. Government must continue to reduce Guernsey's contribution to global climate change through the policies it develops and the services it delivers. It has made a good start with many factors relating to climate change included in existing work streams

such as energy policy, hydrocarbons supply programme, renewables, integrated transport strategy, waste strategy, biodiversity strategy and the long-term infrastructure investment plan. In addition Guernsey Finance and the Guernsey Financial Services Commission are developing a 'green finance' offer that combines Guernsey's finance sector expertise with its desire to be part of the global fight against climate change. This has led to Guernsey registering the world's first regulated green fund, and to joining the International Network of Financial Centres for Sustainability¹³.

- 3.55. However there is a need to ensure the different strands are co-ordinated, the cumulative impact is effective and to include any relevant factors (such as agriculture and land management) that fall outside existing work streams. Indeed there are other work streams that should not be overlooked in this area of policy, such as Guernsey's commitment to the blue economy in its Economic Development Strategy.
- 3.56. While resources (funding and people) are not available until currently prioritised work streams are completed, some are heading towards conclusion. This does not, however, prevent preparatory work in developing a more unified climate change policy and commencing on the formulation of a 'Climate Change Action Plan'. The Assembly can then decide how to prioritise further activity when presented with a suitable programme of work with resources identified and objectives defined. This is how the Future Guernsey Plan should be developed, giving visibility to the work streams so they can be prioritised against each other when competing for the same limited resource.
- 3.57. Recognising that generally this appears to be a co-ordination requirement rather than developing and implementing new strands, at least initially, it would seem pragmatic that the Committee *for the Environment & Infrastructure* scope the policy recommendations and phase the work streams it has identified for the 'Climate Change Action Plan', and determine if its service areas can accommodate another set of initiatives. Policy resources will become available to provide support to this initiative during the latter part of the year as recruitment and training is completed.
- 3.58. The Assembly will want to recognise the severity of climate change now and to continue to shift the culture and expectations of the community. The Policy & Resources Committee therefore recommends as an immediate action that all policy matters brought to the Assembly should address their consequential impact on the environment. This reinstates previous practice lost under the cessation of the States' Strategic Plan (established in 2009) and changes to the Rules of Procedure (in 2016). It would be re-enforced by the re-introduction of States' Committees formally engaging with the Office *of the Policy & Resources Committee* when developing policy.

¹³ [The International Network of Financial Centres for Sustainability](#)

- 3.59. If the Island is to respond responsibly to the existential crisis that is climate change, it must plan to do so and prioritise the allocation of its resources accordingly.
- 3.60. In summary, it will serve no-one's interest for there to be declarations of intent alone as a substitute for action to salve consciences. Whilst recognising that the Assembly continues to be busy, some of its current priorities are moving nearer conclusion and it is appropriate to recommend that it formally acknowledge the requirement for climate change planning in the Future Guernsey Plan.

Theme: Our place in the world

Centre of excellence and innovation

- 3.61. We live in a world of increasing digitisation, connectivity and unprecedented advances in the availability and use of technology. High-speed low-cost digital connectivity is critical to a knowledge-based economy, local business, delivery of government services, social inclusion and maintaining modern lifestyles.

Progress during 2018 – 2019

- 3.62. The States of Guernsey's Digital Framework, published in 2017, identified the role that government can play in directly supporting the digital and wider economy through digital innovation and capability.
- 3.63. The economic objective of the Digital Framework is to develop digitally enabled industry, data and innovation. This is an area which fulfils all the requirements of a high value economy; that benefits from our flexible and responsive regulation and legislative environment; and that builds on our brand values around trust and security.
- 3.64. The Framework has ten action areas which fall under four broad categories. Considerable progress has been made in each of these four areas, the highlights of which are set out in the Committee *for* Economic Development's update at Appendix 1(d).
- 3.65. The Committee *for* Economic Development also published the Future of Telecoms strategy document in July 2018. This sets out policy for the roll-out of next generation telecoms infrastructure to secure the Island's digital connectivity into the future. It includes policy for the accelerated implementation of 5G, fibre to business and minimum residential broadband speeds. The three overall objectives of the strategy are:
- fibre to business districts;
 - a target of up to 100 megabits per second to homes; and
 - acceleration of 5G - the next generation mobile technology.

3.66. Following consultation with on-island telecommunications providers and the regulator, the Committee *for* Economic Development will be submitting a policy letter for debate by the Assembly in September 2019 to seek States' approval for the implementation of the strategy during 2020.

Mature international identity

3.67. Guernsey is a mature jurisdiction with an established international identity, and this brings responsibilities in meeting international standards. In order to strengthen and enhance our international identity, we are seeking greater autonomy in relation to international agreements and an enhanced clarity in respect of our constitutional position.

Progress during 2018 – 2019

3.68. The Policy & Resources Committee, together with the States' Principal Committees, has been working closely with the UK Government to manage the impact of the UK's exit from the EU and to mitigate from any impact to the islands where possible. This has included the establishment of a rolling programme of meetings with Whitehall departments, in Westminster with Parliamentarians, and with EU institutions in Brussels. We have worked closely with Jersey and the Isle of Man, and with the devolved administrations through the British-Irish Council, which we hosted in 2018.

3.69. In the autumn of 2018 the Committee started to work with the Civil Contingencies Authority to manage the risk of a no deal scenario. In November 2018, the States agreed to establish a Brexit Transition Fund of £3m. In January 2019, the Principal Committees of the States established a Brexit Transition Group in order to manage any issues arising out of the risk of a no deal scenario.

3.70. Important areas of progress are set out at Appendix 1(c) and in summary are:

- The proposed extension of the territorial seas around the Bailiwick from 3nm to 12nm, in order to clarify the status to these waters;
- Maintaining the free movement of goods with the UK, through the establishment of a new Customs Arrangement with the UK;
- Managing the issue of the free movement of people by maintaining the Common Travel Area and respecting the rights of EU nationals resident in Guernsey on Exit Day;
- Working to extend the UK's Membership of the World Trade Organization to Guernsey in order to provide a clear basis for international trade post Brexit in the event of a no deal scenario, and to provide a basis upon which Guernsey can take part in any Free Trade Agreements alongside the UK;
- Setting out a blueprint for a Future Economic Partnership with the EU; and
- Developing a contingency plan to manage the risk created by a no-deal scenario.

- 3.71. Work has continued with the EU Commission's Code of Conduct Group on a screening process relating to fair taxation, tax transparency and substance. In March 2019 the European Council of Finance Ministers (ECOFIN) formally reaffirmed Guernsey as a cooperative jurisdiction.
- 3.72. The Overseas Aid & Development Commission will be bringing a policy letter to the Assembly in mid-summer which responds to an extant resolution¹⁴. The proposals in this policy letter are intended to help achieve this theme by strengthening Guernsey's mature international identity as a positive actor on the global stage. Effective overseas aid has a significant impact on the world's most disadvantaged communities, and Guernsey has a moral international obligation to play its part.
- 3.73. Guernsey also needs to meet its international maritime obligations. The UK will be audited under the Mandatory International Maritime Organisation (IMO) Member States Audit Scheme (MIMSAS), intended to promote consistent and effective implementation of applicable IMO instruments in relation to a Member State's flag, port and coastal state responsibilities and obligations. The Maritime and Coastguard Agency (MCA), on behalf of the UK Secretary of State, is responsible for implementing those international conventions to which it is a party and for ensuring that all other Red Ensign Group (REG) jurisdictions accomplish the same in accordance with their obligations under the International Conventions. During the UK's audit, scheduled for September 2020, it will need to demonstrate that the Crown Dependencies and Overseas Territories (CDOTs) constituting the REG are also compliant.
- 3.74. In addition to these areas, Guernsey has good bilateral relationships with many jurisdictions which reflect meeting our responsibilities. One example of this will be the conclusion of a reciprocal agreement on social security with Latvia.

Theme: Our economy

Strong, sustainable and growing economy

- 3.75. We want our economy to continue to be strong, to be sustainable and to grow. Our critical strengths will continue to include constitutional stability; the rule of law; substantial human capital through a well-educated, highly-skilled population; nimble decision making; the English language; a safe and secure environment; a time-zone convenient for global business; and world-class digital connectivity. It is important that we promote this offer and our successes around the world, and the Committee will continue to actively support the promotion of Guernsey as a place to do business.
- 3.76. Utilising these strengths will enable Guernsey to maintain and strengthen its status as a high value economy – that is, one which focuses on activities that generate a large margin between the final price of a good or service and the cost of inputs used to produce it, and thus create higher profits for businesses and higher wages for employees. This will provide sustainable prosperity, enabling us to maintain and grow

¹⁴ [Billet d'État XXVI, Amendment 4A, of 2018](#)

our existing economic sectors, to support emerging sectors and ideas, and to diversify into new areas that build on what we do well today.

- 3.77. Whilst maintaining our support for the financial services industry, the States of Guernsey Economic Development Strategy sees opportunities in other sectors including higher education (where Guernsey can leverage the world-class brand of the UK), medical technology ('medtech' – where Guernsey already has an emerging sector), renewable energy (natural resources of solar, wind, marine current and tidal energy), data analytics and processing, and data governance and digital services.
- 3.78. The types of businesses that we most want to attract are 'scale ups' in high value added industries. In this context, the term 'scale-up' describes the process in the business cycle whereby an existing business is seeking to expand, achieve new investments, and seek new market opportunities. The types of people we want to attract are ambitious entrepreneurs who want to take advantage of the work/life balance Guernsey offers – a high quality of life in a safe, conveniently-connected location with a low-tax and professional environment.
- 3.79. Without a strong economy the States of Guernsey will not have the revenue necessary to pursue social welfare programmes or invest in vital public services and infrastructure.

Progress during 2018 – 2019

- 3.80. Government's focus should be on ensuring we have the right conditions for business to set up, grow and operate successfully, creating conditions that encourage and foster enterprise as set out in the States of Guernsey Economic Development Strategy. The Committee *for* Economic Development has reported strong progress against the critical priorities of the Strategy in its Committee Policy Plan update at Appendix 1(a).
- 3.81. Critical to this is connectivity, and updates on the digital strategy and transport connectivity are attached as appendices to this policy letter at Appendix 1(d) and 1(b) respectively.
- 3.82. We are now properly monitoring our economic environment to ensure we stay competitive – for example the use of the Global Entrepreneurship & Development Index in respect of the development of the digital economy; the use of the World Bank's Doing Business index to ensure ease of doing business; more robust competitor jurisdiction analysis; better use of data and information, from revalidated GDP figures through to the works of newly-established Economy & Productivity Advisory Panel.
- 3.83. Additionally we have provided our formal commitment to demonstrating and enhancing our economic substance – evidenced through the March 2019 announcement by the European Council of Finance Ministers, and by Guernsey's signing up to the OECD's anti-Base Erosion and Profit Shifting ('BEPS') Action Plan, including our membership of the OECD's BEPS Inclusion Forum.

- 3.84. The newly-established cross-Committee approach to the development of a long-term infrastructure investment plan will support the development of a stronger economy, not least through the potential opportunities for the Island's construction and development sector. The current review of the new Population Management Law and importantly the States' Strategic Population Objective will bring to the Assembly later this year the opportunity to re-affirm its commitment to ensuring we have enough workers with the necessary skills to support the economy now and in the future.
- 3.85. Other initiatives within the Plan are making sure that those who want to work can work by removing multi grounds of discrimination through new equality legislation, the principles for which will be debated in the current political term as public consultation should progress during the summer.

Sustainable public finances

Progress during 2018 – 2019

- 3.86. 2018 was a good year with positive income receipts, particularly in income tax and document duty which, together with an expenditure underspend, meant that there was a surplus that modestly exceeded that budgeted. The 2020 Budget Report will include proposals for use of this surplus, taking into account the projected financial position for 2019 and 2020.
- 3.87. In respect of 2019, despite it being relatively early in the year, there are already a number of significant expenditure pressures being faced, including in respect of pay awards. The first quarter Employee Tax Instalment Scheme receipts were slightly above budget and document duty receipts remain strong. However, it is too early in the year to meaningfully update the estimates for other income areas, particularly other (non-Employees Tax Instalment Scheme) income tax. In addition, a critical component of achieving the budgeted financial position for 2019 is the delivery of the £4.6m savings target and progress is currently behind schedule. Therefore, the 2019 financial position is delicately poised and there are multiple risks faced in all areas: income; expenditure; and delivery of savings. The budgeted surplus for 2019 was £1million and therefore, the crystallisation of any of these risks will most likely lead to a deficit position.
- 3.88. The Medium Term Financial Plan (Appendix 1 to the Policy & Resource Plan – Phase Two)¹⁵ (MTFP) included a commitment that the burden of eliminating the structural deficit would be shared between taxpayers, particularly those most able to pay (35%), and a reduction in the cost base (65%). The identification of sources of raising additional income is proving challenging; there are a limited range of options available and relying purely on economic growth is not prudent or justified.

¹⁵ [Medium Term Financial Plan 2018-2022, Billet d'État No XII of 2017](#)

- 3.89. The expenditure pressures being experienced in 2019 are expected to continue into 2020 and increase as Committees seek additional funding including in order to deliver on the Policy & Resource Plan priorities. There is also a risk around delivery of the savings as firm and detailed plans are not yet in place for each of the initiatives.
- 3.90. The starting base position for 2020 will be a net deficit of some £4m as 2019 includes a one-off receipt of £5.3m in respect of a specific income tax settlement.
- 3.91. The role of the Policy & Resources Committee is to try and find a reasonable balance between revenue raising at a level which the economy can bear and providing funding for delivery of an appropriate level of public services. This is a difficult balance but the funding necessary to invest in development of services can only be provided from reducing the cost of existing services; ceasing to provide services which are no longer required or considered not to be priorities; or raising additional income through increased taxation which takes money from islanders and out of the economy.
- 3.92. The MTFP agreed by the States in June 2017 included that, over the Plan period of 2018-2021, a total net improvement to the States' baseline financial position of £40million is necessary in order to eliminate the structural deficit and ensure that the finances of the States can support the delivery of the outcomes set out in the Policy & Resource Plan. The MTFP estimated that £26million would be delivered through savings delivered as a result of the reform of public services and revenue raising measures would total £14million.
- 3.93. Following consideration of the MTFP, the States resolved, inter alia,
- “To agree that the Policy & Resource Plan annual review of 2019, which the Policy & Resources Committee must submit to the States in June of that year in accordance with Rule 23(5)(d) of the Rules of Procedure, shall include a Proposition which allows the States, in light of two years' experience of the Medium Term Financial Plan, to determine whether to maintain or amend the anticipated value and timing of the savings targets set out in Appendix 1 and the contribution which reductions in expenditure should be expected to make to returning public finances to surplus.”
- 3.94. Based on modelling and analysis undertaken at that time, the MTFP included a range of potential savings of between £15m and £37m over the period, derived from five transformational themes plus universal efficiency budget reductions. The MTFP acknowledged that significant further work would be necessary to quantify them in more detail and that it was extremely unlikely that all initiatives would be capable of achieving the upper end of the ranges and therefore these values should not be considered as savings targets.
- 3.95. The Policy & Resources Committee was confident that the potential opportunities warranted further research and investigation and represented realistic strategies to achieve the £26million baseline annual savings required over the medium term.

3.96. As set out in the MTFP, £5.5million of expenditure reductions were applied in 2018 comprising:

- £3.1million arising from a 1% budget reduction applied to all Non-Formula Led Cash Limits before allowing for any inflation/general cost pressures or service developments. No reduction was applied to Formula Led budgets as, once the rates have been set, there is no scope to influence expenditure levels; and
- £2.4million as a further budget reduction by the Committee *for* Health & Social Care via initiatives such as the re-negotiation of agency staff rates and improved management of off-island patients.

3.97. These were fully delivered with the exception of the Policy & Resources Committee; Committee *for* Education, Sport & Culture and Committee *for* Home Affairs which had £370k, £750k, and £300k respectively outstanding at the start of 2019¹⁶.

3.98. The 2019 Budget Report¹⁷ (Section 7) included a comprehensive update on the Transformation of Public Services and delivery of the savings targets.

3.99. This included:

2019 – 2021 Savings

- In respect of savings for the period 2019 to 2021, more detailed planning and research work has now been undertaken on the work streams set out in the table in paragraph 7.5 [as per the MTFP] resulting in changes to the savings values estimated as well as their profile. The total savings forecast over the period remain in line with those modelled as part of the MTFP. However the timing and nature of the savings now looks somewhat different.
- The medium term savings estimates are inherently difficult to plan for with a high degree of certainty. The amounts below are included for planning purposes noting that the actual savings delivered could be more or less than those set out. However, there is more certainty regarding the amounts that can be delivered in the next year, and the estimate for savings to be delivered in 2019 is £5.25million as set out in the table below:

¹⁶ In addition, the Committees *for* Education Sport & Culture and Home Affairs had balances of £3m and £150k respectively of budget reductions allocated in prior years to deliver.

¹⁷ [2019 Budget Report, Billet d'État No XXIV of 2018](#)

Initiative	2019 Savings £'000	Total 2019-2021 £'000
Organisational and Service Design ¹⁸	1,670	10,000
Future Digital Services	900	3,600
Procurement	900	3,400
Managing Sickness, Overtime and Allowances	295	535
Property Rationalisation	100	395
Revenue Service	180	1,470
Transforming Education & Training Services	105	1,405
Transforming Health & Care Services	945	945
Home Affairs Improvement Programme	150	1,085
TOTAL	5,245	22,835
Less: Amounts already included in savings targets	(625)	(2,225)
NET ADDITIONAL MTFP SAVINGS	4,620	20,610
Savings previously achieved		5,500
TOTAL MTFP SAVINGS		26,110

- 3.100. 2019 is the first year in which it is planned that savings will be wholly delivered through transformation of the delivery of services and the States supported the organisational design approach set out in the 2019 Budget Report.
- 3.101. An update on the success of this approach and details of the savings it has, or, is planned to deliver will be included in the 2020 Budget Report together with any revised forecast of their value and timing of delivery.
- 3.102. It is reiterated that delivery of these savings is not about cutting services, but to realise significant savings by delivering services at a lower cost. The Policy & Resources Committee continues to support delivery of such savings since it is the initial means of funding investment in service developments, etc. Without the delivery of these savings, the overall cost of public services will need to increase substantially, wholly funded by the taxpayer.
- 3.103. It is necessary to ensure that public services are modern, fit for purpose and efficient. Transactional, back and middle office processes need to be improved to ensure front line services can be properly funded and demographic pressures addressed. The Future Digital Services project is a key enabler of service design which will move outdated manual processes into automated digital processes, removing duplication.
- 3.104. The MTFP sought to share the burden of eliminating the structural deficit and moving to a sustainable surplus. Without delivery of savings, the financial position is likely to reverse into a deficit which could then grow progressively larger.

¹⁸ This work stream is currently estimated to deliver savings in the range of £10million to £17million, but the lower estimate is included here for prudence

Capital Portfolio Update

- 3.105. The objective of the Capital Portfolio is to support the achievement of the strategic objectives set out in the Future Guernsey Plan and the objectives of Public Service Reform through investment in infrastructure and systems.
- 3.106. The States continue to improve the way infrastructure and major projects are developed and delivered in order to ensure that the 'right' solutions are delivered that best support government's priorities and offer best value. Programmes such as the Waste Strategy and more recently, Future Digital Services, have involved significant internal resources, managing multiple integrated work streams, and engaging publicly and politically. As a result business cases and policy letters are developing, setting out in a more professional and informed manner the key justifications and benefits of investment in order to better facilitate the making of important decisions.
- 3.107. The Policy & Resources Committee believes that the longer term approach to the development of capital projects which is being encouraged through the funding of a project pipeline should help ensure that projects are better placed to commence once the States consider the next prioritisation round in 2021. In addition, the States' recent approval of the proposals surrounding the Modernisation of the Princess Elizabeth Hospital further endorses taking a longer term view.
- 3.108. The total estimated value of the projects and programmes currently being planned and delivered is in excess of £300m, from immediate routine projects that maintain existing services to major projects that will support the transformation of services over the next ten years, including Hospital Modernisation, Future Digital Services, the Revenue Service, Hydrocarbon Supply and Education Estate Development.
- 3.109. Up to the end of Q1 2019 a total investment of c.£47m has been approved for the continued development and delivery of 20 major capital projects. This includes the £29.5m for Waste Transfer Station and £2.2m for Household Waste Recycling Centre. In addition to the large programmes, several smaller projects such as the Bus Fleet Replacement (Phase 2), Health Services' Local Area Network, Footes Lane Track Refurbishment and the Turntable Ladder Fire Appliance are expected to be completed during 2019 with an estimated value of £6.5m.
- 3.110. Progress with the development of major projects is beginning to emerge which is encouraging and the Policy & Resources Committee continues in its wish to support the acceleration of activity levels. This is being done through the provision of seed funding to ensure projects are appropriately resourced and, later in 2019, through the introduction of a small team of Capital Business Partners which should provide focused guidance and targeted resource to such projects.
- 3.111. Appendix 9 contains an update on all of the projects currently within the capital portfolio.

SECTION 4

4. Future Guernsey Plan – transition to new Assembly

- 4.1. The commentary provided by the Scrutiny Management Committee¹⁹ on the update to the Plan in 2018 contained a number of suggested improvements to the process which have been considered by the Policy & Resources Committee.
- 4.2. One of the concerns identified was the time taken for the Plan to be produced, and the Scrutiny Management Committee believes that the process should be quicker in terms of agreeing the areas of focus for the States of Guernsey. The Policy & Resources Committee agrees in principle and notes the indicative timeline provided in the commentary.
- 4.3. The Policy & Resources Committee has therefore reflected on the Assembly's Rules²⁰ to which it is working; on lessons since 2016 on the application of those Rules; and on comments from individual States Members, as well as the Scrutiny Management Committee, to propose a timetable of progress on the Future Guernsey Plan centred on the 2020 General Election.
- 4.4. The starting point is the high level 20-year vision of the Future Guernsey Plan resolved by the Assembly in November 2016²¹, namely:

‘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’.
- 4.5. Four themes for government were established for the 20-year period: our community; our economy; our quality of life; and our place in the world. Specific ‘policy priorities’ or ‘areas of focus’ for the current political term were then developed from the Committees’ Policy Plans as Phase Two and were developed across two meetings of the Assembly in June and November 2017, later than set out within the Rules.
- 4.6. The Scrutiny Management Committee expressed the view that the resulting 23 policy priorities are too many, and that too many priority areas negate the concept of true prioritisation. The Policy & Resources Committee acknowledges this as the inevitable result of drawing from Committee Policy Plans from six Principal Committees and itself, as established in the Rules, but emphasises that the Plan should be viewed in the following way:
 - The four themes set out a series of outcomes to be delivered against a long-term horizon to meet the high level objective of the Future Guernsey Plan;

¹⁹ [Scrutiny Management Committee - Commentary on the Policy & Resource Plan 2017 Review and 2018 Update \(Billet D'État No XV of 2018\)](#)

²⁰ [Rule 23, Rules of Procedure of the States of Deliberation and their Committees](#)

²¹ [The Policy & Resource Plan – Phase One, Billet d'État No XXVIII](#)

- The 23 (from 2018 this reduced to 22) areas of focus are the policy development programmes that the Committees and then the States' Assembly resolved were prioritised for this political term to deliver the agreed outcomes; and
 - Each of these 22 areas of focus are comprised of a number of work streams which are clearly set out herein at Appendix 1.
- 4.7. For reporting purposes:
- The four themes and their associated outcomes are the framework for reporting and have provided the structure for the Annual Monitoring Report; and
 - Each of the 22 priority policy areas is delivering against one or more of the four themes and contributing to the associated outcomes, and very few do not involve more than one Committee's activity.
- 4.8. The Policy & Resources Committee recommends that given the number of areas of focus in place, the Assembly continues to require reporting by the four themes to enable the Committee to report high level progress in an accessible manner in 2020. Each priority area would again require a summary review to facilitate this reporting.
- 4.9. Additionally the 2020 policy letter would be supported by the prioritisation of legislation and a full list of progress against extant resolutions as a separate appendix and not within individual reports, this assisting the Assembly in assessing the volume of work and determining priorities.
- 4.10. However for 2020 it would seem appropriate to require all States Committees (and for the avoidance of doubt this includes all Authorities and Boards) to produce an 'end of term' handover report reflecting on the full political term and not to produce a Committee Policy Plan report in addition. Committees could also use this report to identify important policy issues and extant resolutions that Committees either did not complete or could not prioritise for 2016-20, but which they believe should be considered in the forthcoming term by their successor Committees. Progress on drafting legislation and extant resolutions would be reported separately as indicated above. The table at Appendix 10 sets out the recommended scheduling to conclude this Assembly's reporting on its strategic policy work.
- 4.11. Following the principles of Rule 23, the new Policy & Resources Committee will develop a statement of policy objectives for the medium term (2022-25) in connection with issues of strategic importance to the Island and the overall policy objectives for the long term established in the Future Guernsey Plan, e.g. fiscal and economic affairs, social affairs, the environment, population and external relations. The new Assembly will debate and make resolutions on its overall policy objectives and areas of focus as phase one of the process as soon as practicable but with the intention this is achieved by November 2020.

- 4.12. Principal Committees will then develop their own four year Committee Policy Plans setting out for this refresh of the Future Guernsey Plan (2022-25) how they will:
- implement the priorities of the States pertinent to their mandate;
 - fulfil their purpose as set out in their mandates; and
 - discharge extant resolutions.

These will be known as Medium Term Committee Policy Plans.

- 4.13. Committees will also resolve to work under new governance arrangements within the 'areas of focus' identified in the Future Guernsey Plan (which the States will have agreed in November 2020). Work streams in each area of focus to meet government's strategic objectives will be identified for consideration and prioritisation under the stewardship of the Policy & Resources Committee.
- 4.14. In turn this informs, in part, the resource requirements which can be incorporated into the next Medium Term Financial Plan that the new Policy & Resources Committee will bring to the Assembly. The refreshed Plans will be debated by the new Assembly in June 2021 to inform the 2022 budget.
- 4.15. The resolutions of the current Assembly and the resourcing decisions made in their support will inform the strategic direction of government until it can reasonably debate and resource the refreshed Future Guernsey Plan in 2021.

States of Guernsey Policy Planning Cycle

- 4.16. The Policy & Resources Committee has acknowledged that progress on policy development and implementation across the States will come from improving the prioritisation the areas of focus in the Plan and their work streams. This will therefore be the approach the Committee adopts to progress the Plan over the next 12 months, assessing the individual work streams within each area of focus to determine their priority.
- 4.17. This process will be assisted by moving to a common and coordinated States of Guernsey approach to policy planning, including managing extant resolutions, considering the prioritisation of legislation, and reporting against Committee Policy Plans which establish a longer-term view. This must work alongside the annual budget process, operating within the Assembly's Medium Term Financial Plan. This policy planning cycle will be managed under the Policy & Resources Committee's mandate to coordinate policy development.
- 4.18. The Policy & Resources Committee is therefore recommending that all Committees, Authorities and Boards move to a rolling schedule of prioritising, monitoring and review. This is an important step to facilitate the new Assembly influencing policy development in a coordinated manner ahead of the 2021 Future Guernsey Plan debate. Furthermore it will enable a more consistent approach which will support prioritisation while reducing the burden of the current practice where a significant

annual review disproportionately disrupts Committees' business rather than support it. Moving the process itself onto a 'business as usual' footing will also facilitate more responsive and transparent government and embed good governance principles into policy development and implementation. The table at Appendix 10 sets out the recommended approach for 2021.

Prioritisation of legislation

- 4.19. Under Rule 23 of the Rules of Procedure of the States of Deliberation²² and their Committees, the Policy & Resources Committee has a duty to lay before the States an order of priority for the drafting of significant items of legislation for the year ahead. This is discharged through the schedule presented at Appendix 4.
- 4.20. The Committee is also making arrangements for this schedule to be published on the States of Guernsey intranet to afford access on the rolling progress of legislative drafting to all States Members.

SECTION 5

5. Prioritisation of work streams

- 5.1 Effective prioritisation is challenging for the States of Guernsey, and this has been recognised by the Policy & Resources Committee throughout this term in its updates on the Future Guernsey Plan. The Policy & Resources Committee has striven to bring more detail to the Assembly this year to demonstrate the long term nature of some areas of focus and thereby to demonstrate that prioritisation is required at the level of the phasing and resourcing of work streams and to a lesser extent to the Priority Policy Areas - hence the inclusion of the Priority Policy Area reports at Appendix 1.
- 5.2 The 2019 Committee Policy Plan reports at Appendix 3 are presented separately from the Committee management accounts this year. This affords Principal Committees the opportunity to inform the Assembly on the policy work they are undertaking that is both outside the current States-set priorities of the Future Guernsey Plan and the operational issues addressed in the accounts. Much of the work being undertaken outside of the Future Guernsey Plan priorities is the result of decisions taken by previous Assemblies.
- 5.3 Considering the workload of Committees in this manner brings into sharp focus how ambitious this Assembly has been in setting its strategic direction for new policy, given the inherited programmes in each mandate. No Principal Committee starts a term with a clean sheet, and this was especially the case given the re-organisation of government at the time of the last election.

²² [Rule 23, Rules of Procedure of the States of Deliberation and their Committees](#)

- 5.4 Future Guernsey is a 20-year plan and each Assembly has its part to play in prioritising and resourcing the programmes of policy work to facilitate the overall objectives. It is clear from the Committee Policy Plan reports this must be done while recognising the additional ongoing work driven by extant resolutions pre-dating the Plan. This draw on resources will become increasingly important as new resolutions are made under the Plan which must be discharged by successive incoming Assemblies.
- 5.5 The first step has been to review the extant resolutions with Principal Committees and bring to the Assembly those currently considered superseded or now without basis to proceed as set out in Appendix 5. These political judgements have been made within the context of the Future Guernsey Plan and the policy planning approach established in the Rules of Procedure. The Assembly is asked to support this approach and rescind or transfer the identified Resolutions.
- 5.6 The next step is to consider the priority status afforded to older extant resolutions that are neither rescinded nor discharged given that they have at some time had the support of the Assembly; have already been resourced to this stage at tax payers' expense; and are rooted in providing benefits to the community. Prioritisations rests with the Principal Committee, and decisions must be considered in the context of (a) the objectives of the Future Guernsey Plan 2018-2021 and (b) the operational service delivery requirements.
- 5.7 Once these decisions are made, resourcing must be addressed.
- 5.8 Committees are generally supported by an 'Office' structure that meets the routine secretariat, policy development and governance requirements of the Committee and separately by the resources for (a) subject matter experts (professional advisors) and/or (b) service delivery in accordance, with their mandates.
- 5.9 Policy matters debated by the States should include consideration of skills, funding and timescales in order that they can be delivered. Where this has not been the case and policy development skills are required to discharge the resulting extant Resolutions, Committees can be supported by the new policy team where the Resolution strongly aligns with the current priorities of the Future Guernsey Plan. This team was funded through the 2019 Budget and is managed under the Policy & Resources Committee's mandate to coordinate policy development.
- 5.10 Examining the Future Guernsey Plan priority policy areas through their phased work streams in a consistent manner, rather than trying to measure the merits of one large policy area compared to another, is already assisting the Policy & Resources Committee with prioritising the deployment of resource in accordance with the Plan established by the Assembly. It will continue this approach, resourcing the enabling policy work that underpins the objectives, such as discrimination legislation, education law, energy policy and policy letters for capital bids to support transformational programmes such as Future Digital Services and Modernising the Princess Elizabeth Hospital.

Governance of areas of focus

- 5.11 The Policy & Resources Committee has duties and powers in the leadership and co-ordination of the work of the States, and particularly in promoting and facilitating cross-Committee policy development.
- 5.12 Each cross-Committee programme of work requires political direction from representative Committees. This is because the Rules of Procedure state the role of each Committee is ‘to advise the States and to develop and implement policies on matters relating to its purpose’. The programmes must, in many cases, develop policies across differing political mandates to be successful. This often slows down progress.
- 5.13 A methodology to inject pace needs to be brought to the Assembly for debate. Furthermore the Policy & Resources Committee is under an extant resolution
- ‘To promote and facilitate cross-committee policy development by ensuring priority policy areas have appropriate governance and structure to manage resources, progress initiatives and report cohesively within the policy planning process.’²³
- 5.14 The Reform Law allows for delegation of Committee authority to a member of that Committee and has been used in the extraordinary circumstances of the UK exit from the EU in the creation of the Brexit Group.
- 5.15 Recognising that the authority to govern rests with the States of Deliberation and they empower their Committees to advise on policy as established in their individual mandates, the Policy & Resources Committee has considered extending the Brexit Group approach to establish political supervisory boards for priority policy areas under section 2 of the States (Reform) (Guernsey) Law 2015 in order for the relevant Committee functions to be performed by individual Committee Members. Subject to the support of the Assembly, this could provide a mechanism for timely decision making.
- 5.16 Delegated authority to individual Deputies representing their Committees would allow the new political supervisory board members to meet in a different capacity with members acting on behalf of, and in accordance with, their Committee’s mandates. Each cross-cutting area would have its own terms of reference and objectives. The Policy & Resources Committee would need to be represented on each priority policy area political supervisory board, exercising its policy co-ordination mandate, and in some instances be responsible for bringing policy letters to the Assembly on behalf of the policy supervisory boards.

²³ [Billet d’État No XV of 2018](#)

- 5.17 At present much cross-Committee working is undertaken in an informal structure (e.g. the Seafront Enhancement Area Group) with differing levels of collaboration and shared ownership, with no ultimate formal authority or responsibility for delivery. This can work well, but its success is primarily dependent on individuals and informal relationships, at political and/or officer level.
- 5.18 Therefore a more formal approach should be considered in order to accelerate delivery against the Future Guernsey Plan and cross-Committee working that supports it.
- 5.19 The Policy & Resources Committee is inviting the Assembly to debate the merits of establishing a formalised and consistent approach to cross-Committee working that will support stronger government and enhanced governance. It commends the approach given the attention that the Public Sector Reform initiatives are bringing to good governance; the underlying issues of separation of policy and operational matters; and the governance reviews each Principal Committee is completing. The Policy & Resources Committee will be the next committee to benefit from an independent review following those undertaken by the Committee *for* Health & Social Care, and the Committee *for* Home Affairs.

SECTION 6

6. States of Guernsey policy resource

- 6.1. In the 2018 Update Report²⁴ the Policy & Resources Committee recognised that in its role as employer it should review the effectiveness of operational and structural changes effected within the organisation since 2016, taken to support the political restructure of the States following the recommendations of the States' Review Committee. For example, Principal Committees consistently raised the issue of a lack of policy development resource that could be drawn upon in order to support work prioritised in the Future Guernsey Plan.
- 6.2. The Policy & Resources Committee included in its considerations whether Committees were working effectively to priorities, and also the increase in work which was being undertaken across multiple Committee areas. Consequently the States considered the 2019 Budget Report²⁵ and resolved, inter alia, to fund a flexible pool of additional States of Guernsey policy officers as the solution. This funding has enabled appointments, expecting to reach full complement by November 2019. These officers are being deployed across the organisation on short to medium-term placements, spending time working to different mandates in accordance with the priorities established by the States within the Future Guernsey Plan.
- 6.3. Whilst not yet at 50% strength, the officers have injected significant pace to prioritised areas, for example:

²⁴ [Billet d'État No XV of 2018](#)

²⁵ [2019 Budget Report, Billet d'État No XXIV of 2018](#)

- The Committee *for* Employment & Social Security is receiving support on its policy development for secondary pensions and long term care funding provision. In addition a long term secondment and additional short-term resource has been deployed to give further momentum to the work on discrimination legislation before the end of this political term;
 - The Committee *for* Health & Social Care has been supported with its policy letter to secure States' funding for the Princess Elizabeth Hospital modernisation programme, which is critical to the delivery of the Partnership of Purpose. It also continues to be supported in the development of Early Years policy as part of the Children and Young People's Plan.
 - The States' Assembly & Constitution Committee was supported through its first 2020 General Election policy letter, as this Assembly must successfully deliver Island-wide voting;
 - The Committee *for the* Environment & Infrastructure has been resourced to develop its Energy Policy with on-going commitment to continue to drive the completion of its policy letter; and
 - Several officers have also been seconded for a number of days every week since the start of the year to work with the Committee *for* Education, Sport & Culture as it develops policy proposals for a new Education Law, including governance arrangements and Special Educational Needs.
- 6.4. There remain requests that cannot be met until the full complement of officers are in post. Additionally the creation of the Future Guernsey Plan has brought into sharp relief the tension between the strategic policy ambitions of the Assembly as set out in the Plan, and those policy obligations established previously through extant resolutions as examined in section 5.
- 6.5. Good governance requires Committees to consider how to resolve these tensions when setting their priorities for each political term. This has been challenging in this political term, which has the responsibility of developing the long-term Plan as well as establishing the process for its development. The Policy & Resources Committee will continue to work with the Committees of the States of Deliberation to align extant resolutions with strategic policy development to secure the very best, effective and efficient use of the limited policy resource within the States of Guernsey.

Legislative drafting counsel

- 6.6. The States have directed the preparation of a large number of pieces of legislation. It is critical that these are carefully prioritised against the States' Future Guernsey Plan in order to make best use of the capacity and expertise of the legislative drafting resource.

- 6.7. From June 2018 to April 2019, eight Projets and 47 Ordinances were approved by the States, and more than 120 statutory instruments were made as set out in Appendix 6.
- 6.8. As might be expected, Brexit preparations have had a significant impact on the work of the legislative drafters. Over 40 Brexit-related statutory instruments (some lengthy and complex) were made in the above period, in fields as diverse as customs, animal health and road traffic, and several Brexit-related Projets and Ordinances were approved by the States.
- 6.9. This unavoidable diversion of resource has delayed the finalisation of some important but less time critical legislation, though drafting undertaken primarily as a preparation for Brexit has effected regulatory and other improvements that will be of value in any event.
- 6.10. In November 2018, the States considered the 2019 Budget Report and resolved, inter alia, to support a range of measures to enable an increase in the overall pace and productivity of the legislative drafting process.
- 6.11. A panel of external legislative drafters has now been established by the Law Officers' Chambers which will offer the States of Guernsey increased flexibility and resilience. Work undertaken by these panel drafters will need to be supported by prior high quality policy work, and co-ordinated and overseen by the drafting team within Chambers. However together with the recruitment activity currently in hand and the developing capacity within the States of Guernsey's policy team, the Policy & Resources Committee anticipates this initiative will have a positive effect on increasing the overall pace and productivity of the legislative drafting process.

SECTION 7

7. Compliance with Rule 4

- 7.1 Rule 4 of the Rules of Procedure of the States of Deliberation and their Committees sets out the information which must be included in, or appended to, motions laid before the States.
- 7.2 In accordance with Rule 4(1), the Propositions have been submitted to Her Majesty's Procureur for advice on any legal or constitutional implications. She has advised that there is no reason in law why the Propositions should not be put into effect.
- 7.3 In accordance with Rule 4(4) of the Rules of Procedure of the States of Deliberation and their Committees, it is confirmed that the propositions above have the unanimous support of the Committee.
- 7.4 In accordance with Rule 4(5), the Propositions relate to the duties of the Committee as set out in section (a) of its mandate.

- 7.5 Also in accordance with Rule 4(5), the Policy & Resources Committee consulted:
- Committee *for* Home Affairs
 - Committee *for* Health & Social Care
 - Committee *for the* Environment & Infrastructure
 - Committee *for* Employment & Social Security
 - Committee *for* Education, Sport & Culture
 - Committee *for* Economic Development

Yours faithfully

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President

L S Trott
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J P Le Tocq
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