

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

STATES' ASSEMBLY & CONSTITUTION COMMITTEE

GENERAL ELECTION 2020 – SECOND POLICY LETTER

The States are asked to decide whether, after consideration of the policy letter entitled "General Election 2020 – Second Policy Letter" dated 11th November, 2019, they are of the opinion:-

1. To agree that a candidate manifesto booklet containing a maximum of two sides of A4 sized paper per candidate will be produced by the States of Guernsey and delivered to all homes on the Electoral Roll.
2. To agree that the maximum sum a candidate in an election for the office of People's Deputy may expend in respect of such an election (subject to any assignment to a political party made pursuant to Proposition 3) shall be £9,000 (the candidate's "permitted electoral expenditure").
3. To agree that expenditure by a political party on promotion of the party and its policies in an election for the office of People's Deputy is only permissible by virtue of candidates affiliated to that party assigning a maximum of 50% of their permitted electoral expenditure to the party, and that such expenditure by a political party in any election may not exceed £9,000 in total.
4. To agree the following arrangements for polling stations:
 - (a) to set the opening hours of all polling stations (including advance polling stations and the super polling stations) in the Island at 8 a.m. until 8 p.m.;
 - (b) to establish an advance polling station at Beau Sejour Leisure Centre on Saturday 13th June and Sunday 14th June 2020;
 - (c) to establish a super polling station at Beau Sejour Leisure Centre on Tuesday 16th and Wednesday 17th June 2020; and
 - (d) to establish the Parish polling stations on Tuesday 16th and Wednesday 17th June, 2020 as set out in the table at paragraph 5.14.
5. To agree that legislation be prepared to provide that an application for a postal vote should be made not less than five clear days before the date when votes may be cast at a polling station, and that the application period for postal votes is closed on Friday 5th June, 2020 for the 2020 General Election; and to make appropriate provision to give effect to the other administrative changes set out in section 6 of this policy letter.

6. To agree that one or more observers of the 2020 General Election will be appointed.
7. To approve the transfer of £550,000 from the 2020 Budget Reserve to the Royal Court budget (which funds the expenditure of the States' Assembly & Constitution Committee) to fund the costs of managing the 2020 election.
8. To direct the Policy & Resources Committee to use its delegated authority to transfer funding of a maximum of £190,000 from the Budget Reserve to the Royal Court budget to fund, if necessary, a manual count (and, if necessary, recount) of the votes cast at the 2020 election.
9. To direct the preparation of such legislation as may be necessary to give effect to the above decisions.

The above Propositions have been submitted to Her Majesty's Procureur for advice on any legal or constitutional implications.

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

STATES' ASSEMBLY & CONSTITUTION COMMITTEE

GENERAL ELECTION 2020 – SECOND POLICY LETTER

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

11th November, 2019

Dear Sir

1 Executive Summary

- 1.1 The States' Assembly & Constitution Committee ('the Committee') is mandated to advise the States on, and to develop and implement policies in relation to, elections to the office of People's Deputy.
- 1.2 The Committee presented propositions and a policy letter¹ at the April 2019 States' Meeting primarily to propose amendments to the Reform (Guernsey) Law, 1948 ('the Reform Law') to enable all 38 Deputies to be elected on an Island-wide basis and all voters to have up to 38 votes at the General Election in June 2020, to give effect to the results of the Referendum held in October 2018. The States approved the *Projet de Loi* entitled "The Reform (Guernsey) (Amendment) (No. 2) Law, 2019"² on 26th September 2019, and authorised the Bailiff to present a most humble petition to Her Majesty praying for Her Royal Sanction thereto.
- 1.3 The policy letter considered by the States in April highlighted that there were a number of areas relating to the General Election 2020 which required further consideration by the States of Deliberation but as these did not require amendments to the Reform Law they would be covered in a policy letter to be presented to the States later in 2019.

¹ [States Meeting on 24 April 2019 \(Billet d'État VII\): States' Assembly & Constitution Committee - General Election 2020 \(P.2019/22\)](#)

² [States Meeting on 25th September 2019 \(Billet d'État XVIII\): States' Assembly & Constitution Committee - The Reform \(Guernsey\) \(Amendment\) \(No. 2\) Law, 2019 \(P2019/78\)](#)

- 1.4 The purpose of this policy letter is to seek the States’ agreement on a number of areas including: the candidate manifesto booklet, spending limits for candidates and parties, polling station arrangements, changes to postal voting, arrangements for international observers and the budget for delivering the Election. It also provides information regarding the vote count, guidance for candidates and induction for States’ Members.

2 Introduction

- 2.1 The policy letter will be divided into sections for ease of reference:

Topic	Pages
3. Grants vs benefits-in-kind provided to candidates	4 to 13
4. Expenditure limits for candidates and parties	13 to 16
5. Polling Stations	16 to 20
(a) Advance polling stations	
(b) Voting on 16th & 17th June, 2020: Parish and Super polling stations	
6. Postal Voting	21 to 23
7. Vote Count	23 to 24
8. Election Observers	25 to 26
9. Communication initiatives	26 to 28
10. Information for candidates	28 to 29
11. Induction programme for States’ Members	29 to 30
12. Political Parties	30
13. Secondary legislation	30 to 31
14. Resources	31 to 33
15. Compliance with Rule 4	33 to 34

3 Grants vs benefits-in-kind provided to candidates

- 3.1 The 2015 policy letter entitled ‘[General Election 2016](#)’³ provided information about the grants given to candidates between 2004 and 2016, and the relevant extracts were repeated in the ‘[General Election 2020](#)’ policy letter considered by the States of Deliberation in April, 2019.
- 3.2 As stated in its previous policy letter, the Committee gave careful consideration to this issue and concluded that instead of giving a grant to each individual candidate, the States should provide and fund certain ‘benefits-in-kind’ for all

³ [States Assembly and Constitution Committee - General Election 2016 \(Billet d’État XI 2015\)](#)

candidates, which would give the opportunity for each candidate to be equally promoted via information disseminated from the States of Guernsey including:

- the production of a candidates' manifesto booklet delivered to all households on the Electoral Roll;
- information uploaded onto a website (e.g. contact details, manifestos etc.); and
- short candidate videos uploaded onto the States of Guernsey website.

3.3 The system above has worked in Jersey for the last three General Elections and the Committee believes it could be successfully adopted in Guernsey. For the 2018 General Election, the States of Jersey produced a 'candidate manifesto booklet', a 64 page document issued to all homes on the Electoral Roll which allocated half an A4 page for the 17 Senators, 58 Deputies and 4 Connétables (79 candidates in total).

3.4 As stated in the previous policy letter, producing a candidate manifesto booklet would have the following benefits:

- the voter would not be overwhelmed by a large number of separate manifestos being delivered to their homes;
- the voter could refer to a single booklet when assessing potential candidates;
- it would minimise the cost to the Island in comparison to the States of Guernsey giving a grant to each candidate;
- the candidates can be equally promoted in the booklet and their manifesto will reach everyone on the Electoral Roll; and
- it could increase inclusivity for all candidates.

a) Grants

3.5 In the Committee's previous policy letter, it highlighted that in the 2004 and 2008 General Elections the States defrayed 50% of the cost of postage (at the minimum local postage rate) for each candidate who wished to send, on one occasion only, letters, manifestos and/or other communications through the post to each elector in the electoral district where that candidate was standing, subject to certain provisos.

3.6 The minimum local postage rate in 2019 is 48p. If the States were to follow the 2004 & 2008 model, and defray 50% of the cost of postage to each home on the Electoral Roll (typically between 17,000 and 18,000 homes), this would equate to a cost of up £4,320 per candidate. If a similar number of candidates stood as in previous elections, this would cost the Island between £300,000 and £400,000.

- 3.7 In 2016, all candidates could claim a grant of £600, which represented just over 25% of the electoral expenditure limit (£2,300 per candidate). If the States followed the 2016 model, it would arguably need to increase those figures seven-fold, to represent the move from seven electoral districts to one. This would create an expenditure limit of £16,100 per candidate and a grant of £4,025 per candidate. As above, if a similar number of candidates stood as in previous elections, this would cost the Island between £300,000 and £400,000.
- 3.8 The Committee does not believe that either covering postage costs, or significantly increasing the grant available to candidates, would be appropriate or affordable in the context of an Island-wide election. Given the potential number of candidates and households on the Roll, this would come at considerable cost to the Island and would not assist the voter in managing the manifestos received.
- 3.9 The Committee also considers that benefits-in-kind are a far more effective way of ensuring a fair Election than grants or subsidies, which are only available once initial costs have been incurred. An Island-wide Election will inevitably lead to a higher spending limit for candidates than at present (discussed in Section 4 below), which will put candidates who cannot mobilise large amounts of resources up-front at a more marked disadvantage than in previous Elections, unless something is done to counter-balance that. The provision of certain core benefits-in-kind to all candidates offers a natural solution.

b) Candidate manifesto booklet and other benefits-in-kind

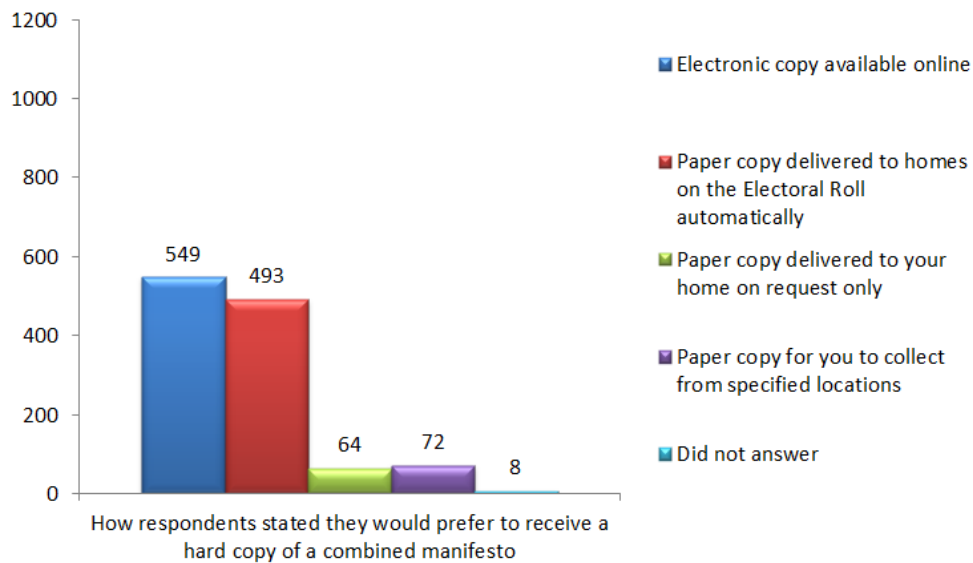
- 3.10 Before determining its next steps in respect of the proposed candidate manifesto booklet, the Committee was keen to learn how the general public would like to receive information from the States of Guernsey about candidates in the lead up to the General Election 2020. It published a short questionnaire running for almost six weeks from the start of July, 2019.
- 3.11 The questionnaire received a positive response with 1,186 responses received. A report on the questionnaire results is included as Appendix A.
- 3.12 The first three questions in the questionnaire related to the production of a booklet including all of the candidates' individual manifestos. The Committee was interested to learn:
- how the public would prefer to have a copy;
 - what they would prefer to see in the booklet – full manifestos or a summary or other; and
 - how many pages each manifesto should be?
- 3.13 There was a fairly even split between respondents wishing to have the booklet

electronically or in hard copy delivered to their home automatically:

- 46% of respondents wanted an electronic copy available online.
- 42% of respondents wanted a paper copy delivered to their home automatically.

3.14 5% of respondents said that the paper copy should be delivered on request only and 6% wanted the option of collecting it from specified locations.

Q. If a combined booklet of manifestos was produced by the States of Guernsey, how would you prefer to get a copy?



3.15 In the comments section, some respondents supported the suggestion that the paper copy should automatically be delivered to every home. Others stated that the focus should be online, with paper copies provided on request or to be collected from convenient locations in the Island (e.g. the Douzaine Rooms, the Guille Allès Library, Beau Sejour etc.).

3.16 Environmental concerns were raised by some respondents, noting the significant volume of printing that would be required to produce a candidate manifesto booklet for all households on the Electoral Roll. On the other hand, it was noted by a number of respondents that some people would not have internet access and needed to be catered for with hard copies.

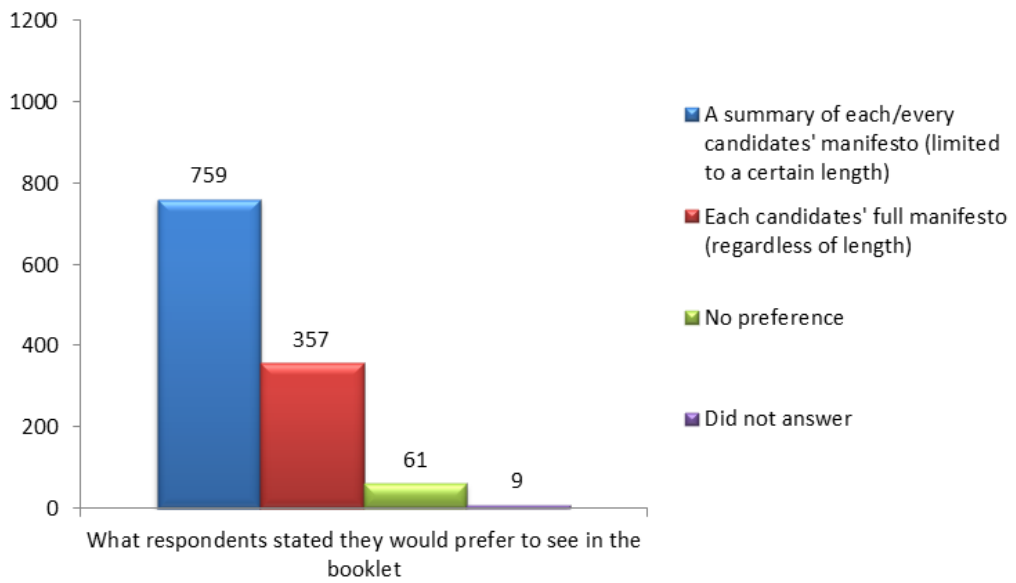
3.17 The Committee wished to understand how much information the public wanted to receive on each candidate in the candidate manifesto booklet.

3.18 It is clear from the responses that a majority of respondents do not wish to see lengthy manifestos as part of the booklet. 64% of respondents stated they wanted a summary of every candidate’s manifesto limited to a certain length.

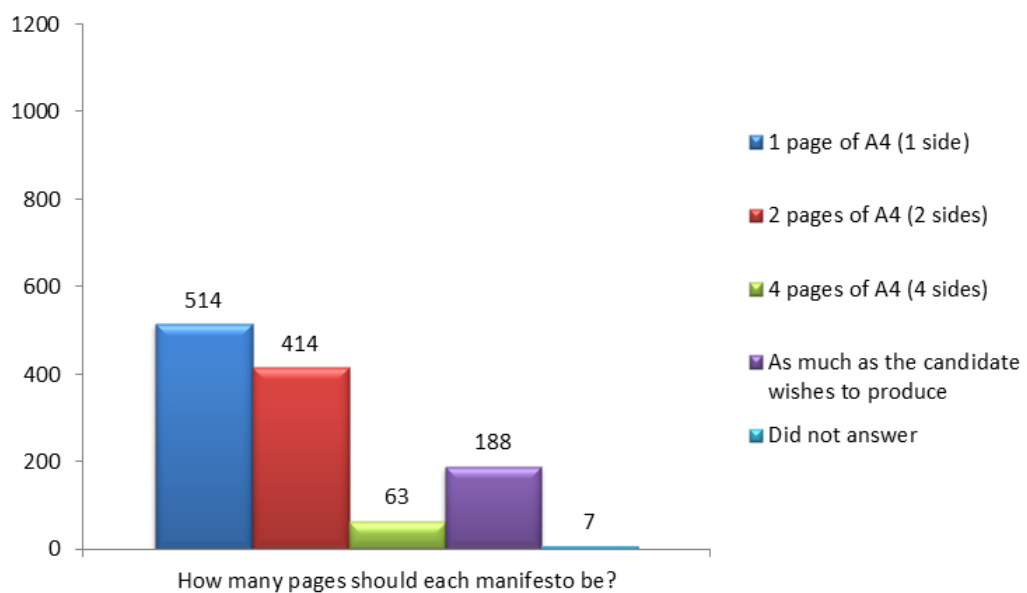
Only 30% wanted to see every candidate’s full manifesto, regardless of length.

3.19 43% of respondents wanted the manifesto to be one side of A4 and 35% wanted it to be two sides of A4 (i.e. 78% wanted the length limited to one or two sides). Only 16% of respondents were happy for candidates to submit manifestos of any length. The two following graphs showed the questions asked and responses received:

Q. We would like to understand what you would prefer to see in the booklet



Q.How many pages should each manifesto be?



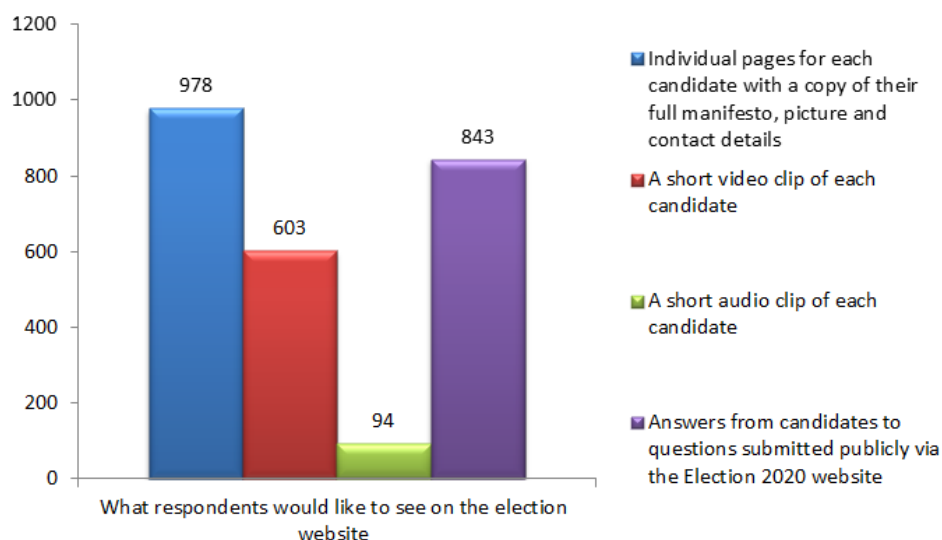
3.20 Some respondents wanted to see the manifestos set out in a uniform format to be easily digestible. Others felt it was important that the style was left to the candidates. A number of respondents had suggestions regarding what manifestos should include, as detailed in the report at Appendix 1.

3.21 As part of the questionnaire, the Committee also asked the public what candidate information they would like to see on the Election website. It put forward the following suggestions:

- Individual pages for each candidate with a copy of their full manifesto, picture and contact details
- A short video clip of each candidate
- A short audio clip of each candidate
- Answers from candidates to questions submitted publicly via the Election 2020 website

The results were as follows:

Q. What would you like to see on the election website (tick as many options as you would like to see):



3.22 82% of respondents wanted to see individual pages for each candidate with a copy of their full manifesto, picture and contact details. It was also suggested that people should be able to contact candidates through this page and that candidates should be able to provide updates on this page.

3.23 Just over half of respondents wanted to see a short video clip of each candidate at around two to three minutes in length and for such videos to be shared via social media. It was highlighted such videos should also contain a subtitle option. It was also suggested for uniformity of the style and length of videos,

this initiative should be undertaken by the States of Guernsey.

- 3.24 There was limited enthusiasm for short audio clips of each candidate. Many respondents wished candidates to receive coverage on traditional radio – with suggestions for brief recordings of candidates, phone-ins and hustings included.
- 3.25 71% of respondents wanted there to be a Q&A page on the website to enable the public to ask all candidates questions and for these responses to be published. There was a range of views on this proposal – some respondents thought questions should be limited to around ten whereas others wished for up to 30 questions to be asked. Some wished to see a ‘yes/no’ or graded (i.e. 1 – Strongly agree, 5 – strongly disagree) questionnaire submitted on ‘hot’ or ‘important’ topics whereas others wished there to be the opportunity for candidates to respond to specific questions within a word limit. It was suggested that a question could be given to candidates on a daily basis to respond on the website or via social media.
- 3.26 As well as members of the public posing questions, it was suggested that third sector organisations could be encouraged to produce questions. The ability to sort by subject and to compare responses from candidates was raised as important by a number of respondents. It was also suggested that the questions should also be published on social media for accessibility.

Options to produce and distribute a candidate manifesto booklet

- 3.27 The Committee has carefully considered the options for producing a candidate manifesto booklet, in light of the consultation responses and the practicalities of collating and printing such a document. It also listened to feedback from current Members who felt that significantly limiting the space available (e.g. to half an A4 page as operated in Jersey) would not enable a candidate to adequately represent themselves.
- 3.28 The Committee recommends a maximum of two sides of A4 sized paper per candidate in the booklet, having noted that a total of 78% of respondents wanted 2 sides at most. If 80 – 100 candidates stood, this would result in a candidate manifesto booklet of 180 – 220 pages (allowing for additional cover pages and general information about the Election).
- 3.29 The Committee believes two sides per candidate would provide reasonable space for the candidates to represent themselves without overwhelming the voter. This would not prevent candidates from producing a longer manifesto, if they felt this was necessary, and publishing it online or distributing it themselves.
- 3.30 The Committee gave careful consideration as to the distribution of the

manifesto, having noted the relatively even split in the questionnaire response between people wishing to have the booklet electronically or in hard copy.

The Public 'opting-in' or 'opting-out' of receiving a printed copy of the booklet

- 3.31 In its first policy letter, the Committee stated it would explore whether it was possible to enable individuals to 'opt out' from receiving hard copies should a voter wish to access electronic documents only.
- 3.32 The Registrar-General of Electors has advised the Committee that inviting people to 'opt in' or 'opt out' of receiving election material would be problematic for the following reasons:
- A blanket "opt-out" would not be appropriate: Ensuring the integrity of the Electoral Roll means that some of the communications are not ones where an opt-out would be suitable. For example, after registering, a card is sent to advise electors that their names have been entered on the Roll. Although no response is requested unless anything appears incorrect, this is an important means of validating the submissions. It helps reveal if an address is non-existent or a named person is not known at the given address.
 - It is also anticipated that by the time the States debate this policy letter, including the cost and distribution options for manifestos, approximately a quarter of those signing up onto the Electoral Roll will have already done so. It may be possible to ask people, at a later date, if they would like to opt out of receiving the candidate manifesto booklet. However, within the same household, there may well be differing views over whether they want anything delivered or not. Creating choice in this area will come at a cost and require resources to process the responses, although if a significant number opt not to receive a printed copy of a candidate manifesto booklet that could be partially offset by lowering print and postal costs of the final circulation.
 - The Committee has been advised that an untargeted delivery of an item of post does not breach data protection laws. However, where someone has expressed a preference either to receive, or not receive, material, a failure to act in accordance with their wishes creates a potential breach. In addition a person can seek to change their preference at any time and this has to be respected. If a person has opted-out and receives an unsolicited but personally addressed delivery this can be challenged as junk mail.
- 3.33 The Committee believes the voter being able to 'opt in' or 'opt out' from receiving a candidate manifesto booklet would have been the optimum

solution for the distribution of hard copies of the booklet. However, having listening to operational advice, it is not recommending this option for 2020.

3.34 The following options were therefore considered:

- a) A candidate manifesto booklet delivered to all homes on the Electoral Roll; or
- b) A candidate manifesto booklet delivered to all homes on the Post Office's Register of Homes; or
- c) A leaflet delivered to all homes and the candidate manifesto booklet being available for collection.

3.35 In deciding what to recommend, the Committee had to consider the logistics of receiving submissions from candidates, collating, printing and distributing a candidate manifesto booklet of up to 220 pages on an Island-wide basis.

3.36 There is a narrow timeframe, between close of nominations on Friday 15th May and the final day of voting on Wednesday 17th June, for this process to be undertaken in time to enable the voter to have a copy of the document, and to be able to digest its contents, before they cast a vote. The Committee also notes that, given the size and number of documents that will need to be printed, it is likely that the documents will need to be printed off-Island and returned.

3.37 While the process of printing and delivering the candidate manifesto booklet will inevitably take some time, the Committee notes that it should be possible to make a digital version available online within a much shorter timeframe.

c) Recommendation

3.38 The Committee's consideration of the above three options is detailed in Appendix 2, which lists the advantages and disadvantages of each option. After careful consideration, the Committee agreed to recommend that the candidate manifesto booklet is sent to all homes on the Electoral Roll and Proposition 1 reflects this. The booklet will be delivered to homes by 4th June, 2020 (just under two weeks before the General Election).

3.39 The benefits of this proposal are as follows:

- It will specifically target people who have registered to vote.
- Everyone on the Roll will have access to a set of manifestos delivered to their door.
- It will ensure all candidates are equally represented to the public.
- It will minimise the environmental impact of printing the candidate manifesto booklet (in comparison to a blanket household drop).

- 3.40 In recommending this option, the Committee is conscious that a number of people who would prefer to access the document electronically only will receive a hard copy. However, given the advice of the Registrar-General against offering an 'opt-in' or 'opt-out' system, it believes that delivering to all homes on the Electoral Roll will ensure everyone who intends to vote has the opportunity to access sufficient information regarding candidates.
- 3.41 An estimate for the production and distribution of the candidate manifesto booklet is set out below, and the Committee is requesting the budget to support its production.

Action	Est. Cost
Cost for production of the candidate manifesto booklet	£15,000
Labelling the candidate manifesto booklet for delivery	£7,000
Print x 18,000 (includes spare copies for the Douzaines, public buildings, States' buildings etc.)	£23,000
Delivery of up to 18,000 to all homes on the Electoral Roll	£37,000
Total Cost	£82,000

- 3.42 It also proposes that, as a further benefit-in-kind for the candidates, that the Election website should contain:
- Individual pages for each candidate with a copy of their full manifesto, picture and contact details
 - A short video clip of each candidate
 - Answers from candidates to questions submitted publicly via the Election 2020 website
- 3.43 The Committee has requested a 'printable shortlist' function to assist voters in identifying and keeping a note of the candidates they may wish to vote for, if this is possible to facilitate.
- 3.44 The Committee has been advised in order to provide the Election website content as requested, alongside appropriately testing the website, and other relevant requirements, a budget of £38,000 will be required and it has included this in its budget request.

4 Expenditure limits for candidates and parties

- 4.1 Section 9, 'Candidate Expenditure and Grants'⁴, and Section 10 'Political Parties' in the Committee's previous policy letter provided some of the Committee's initial thoughts on candidate and party expenditure.

⁴ [States Meeting on 24 April 2019 \(Billet d'État VII\): States' Assembly & Constitution Committee - General Election 2020 \(P.2019/22\)](#)

a) Basis for setting candidate spending limits

4.2 In proposing the level of candidate spending limits, the Committee is guided by the view of the Electoral Commission⁵ which concluded that such limits should:

- allow candidates to communicate with voters, so the voter is engaged and able to participate meaningfully in the process;
- deter excessive spending, to prevent the perception of undue influence over the outcome of the election; and
- not be set so low as to detrimentally constrain reasonable levels of expenditure, which could impact on trust in the system.

4.3 The Committee's starting point was to propose an expenditure limit that will enable a candidate to reach every household on the Electoral Roll with their own manifesto, should they wish to do so.

4.4 In researching its proposals, the Committee considered the systems in place in other jurisdictions for setting expenditure limits and the costs of printing and distributing individual manifestos. Estimated costs of different options are set out in Appendix 3.

4.5 On 4th October 2018, the Electoral Roll contained the names of 31,865 people. Using the Jersey and Isle of Man models, and rounding up the number on the Electoral Roll to 32,000, this would produce the following expenditure limits for candidates:

	Base figure	Amount x voter	Total
Isle of Man	£2,000	£16,000.00 (32,000 x 50 p)	£18,000
Jersey (Senators)	£2,800	£3,520.00 (32,000 x 11 p)	£6,320

4.6 The Committee evaluated the potential printing and distribution costs for individual candidates wishing to distribute their manifestos directly to homes on the Electoral Roll. Details of this evaluation are set out in Appendix 3. It is important to caveat that these are estimated figures based on information available to the Committee at this time and that these figures do not include potential agency costs for the creation of the manifesto.

⁵ [The Electoral Commission, Candidate spending limit review: Draft recommendations for consultation \(November, 2013\), p.9](#)

- 4.7 The cheapest financial option considered by the Committee would be to deliver a 2 page manifesto to every home in Guernsey which would cost approximately £6,000. The most expensive option would be to deliver an 8-page manifesto to all homes on the Electoral Roll which would cost up to approximately £15,000.
- 4.8 Having considered the options, the Committee is recommending an expenditure limit of £9,000. Using this limit, a candidate who wished to reach all voters with a separate, personal manifesto (in addition to the manifesto the candidate can have included in the candidate manifesto booklet) could produce a 4-page manifesto and have it delivered to all Island homes, and still retain nearly £2,000 for any other digital or face-to-face engagement with voters they wished to pursue. This is comparable to the spending limit for candidates for Senator in Jersey, who have a larger population to reach.
- 4.9 The spending limit will be significantly higher than in previous Elections, although candidates will also have access to the benefits-in-kind offered by the States. The limit needs to be set at a level that balances the need for all candidates to be able to reach all voters and express themselves effectively, against the risk of creating an unfair advantage for candidates who have greater personal wealth or more access to resources. The Committee considers that £9,000 represents a fair compromise and has drafted Proposition 2 to this effect.

b) Basis for setting political party spending limits

- 4.10 At the April States' Meeting, the States agreed that the Committee should propose a maximum spending limit for political parties in elections which:
- is made available by virtue of party-affiliated candidates assigning a proportion of their own allowance to their party; and
 - does not exceed the expenditure limit available to an individual candidate.
- 4.11 Given the Committee is proposing that the maximum for electoral expenditure shall be prescribed as £9,000 per candidate, the maximum for electoral expenditure that a political party can spend will also be set at £9,000.
- 4.12 However, as explained in the previous policy letter:

The Committee ... considered a scenario whereby party members who were being endorsed for election by a party could assign a proportion of their individual spending for promotion of the party generally. The benefits of this approach is that it provides a clear link between the candidate and their party, and it gives that candidate the flexibility to decide how they apportion their election funds (within the set limit) in order to promote themselves as both individual candidates and members of a party collective. The Committee felt

that to keep the 'split' spending equitable, a cap of 50% should be set as the maximum amount of an individual candidate's spending limit that can be used for party promotion.

- 4.13 This is provided for in the Reform (Guernsey) (Amendment) (No 2) Law, 2019 by an amendment to Article 44 (Expenditure by candidates and political parties), whereby the following provision has been inserted.

(1A) An Ordinance under paragraph (1) may make provision in respect of expenditure by political parties, and by candidates in an election who are members of, or otherwise affiliated to, political parties and restrictions thereon; and such an Ordinance may set permitted levels of expenditure by candidates and by political parties, and make other related provision, including (but not limited to) allowing for candidates to transfer a defined percentage of their permitted expenditure as candidates to a political party, for that party to spend on promotion of the party and its policies.

- 4.14 The Committee will therefore return to the States with a draft Ordinance setting the permitted level of expenditure by candidates at £9,000 and that expenditure by a political party on promotion of the party and its policies in an election for the office of People's Deputy is only permissible by virtue of candidates affiliated to that party assigning a maximum of 50% of their permitted level of expenditure as candidates to a political party, for that party to spend on promotion of the party, and that such expenditure by a political party in any election may not exceed £9,000 in total. Proposition 3 relates.

5 Polling Stations

- 5.1 In April 2019 the States agreed that every eligible voter should be entitled to vote at an advance polling station and that relevant arrangements should be introduced.
- 5.2 The policy letter stated that it was intended that polling stations should be opened on Tuesday 16th and Wednesday 17th June, 2020 (Election Day). It recommended that, on those two days, voters should be able to vote at either a 'super polling station' or a polling station in their own Parish.
- 5.3 The Committee is conscious that Island-wide voting will present new logistical challenges. It is essential that there is sufficient capacity for all registered voters to vote either by post or in person. In light of this, the Committee has looked to offer an array of opportunities for members of the community to cast their vote.
- 5.4 The Election Team will promote the benefits of postal voting in the lead up to the General Election. Further information on postal voting, and improving the

process, is contained in Section 6. An advance polling station (i.e. pre-polling) is also being introduced, as detailed in the following section, to increase the number of polling days and therefore increase the opportunity to vote. It has been agreed that the following voting targets should be set and an appropriate communication plan put in place to support these aims:

- Postal Voting 30%
- Advance Polling Stations 20%
- Parish Polling and Super Stations (16th June) 25%
- Parish Polling and Super Stations (17th June) 25%

(a) Advance Polling Station

- 5.5 The Committee has consulted with the Douzaines and the Island's 'Access Groups'⁶ to identify the most appropriate venue(s) to be used for advance polling station(s).
- 5.6 The Registrar-General of Electors advised that given the finite staff resources available, he is not in a position to guarantee that the Election Team would be in a position to facilitate more than four days of voting i.e. Saturday 13th, Sunday 14th, Tuesday 16th and Wednesday 17th. It was stated that this was primarily due to the operational logistics of the Election Team assisting the Polling Stations in dealing with queries regarding the Electoral Roll throughout the full four days and other requests for advice from polling station officers, queries from members of the public and matters that need to be referred to the Registrar-General for decisions.
- 5.7 The Registrar-General advised that there were approximately five staff with the requisite knowledge built up over several years of elections, by-elections and the referendum. He highlighted that from the close of the nomination period through to the vote count, these staff will be working long days (c. 14 hours on polling days) and having four polling days instead of one will be stretching the staff resource and creates attendant risks.
- 5.8 The Registrar-General proposed that the advance polling station on Saturday 13th and Sunday 14th June is held at Beau Sejour Leisure Centre from 8 a.m. to 8 p.m. The Committee has considered and accepted the advice of the Registrar-General and agreed to recommend this.

⁶ The Access Groups include representatives from the Guernsey Disability Alliance, Age Concern Guernsey LBG and Access for All.

(b) Polling Stations on 16th & 17th June, 2020

5.9 In 2016, under the then seven-district system, the following 17 polling stations were used in the General Election:

District	Polling Station
St. Peter Port South	1. The Constables' Office, Lefebvre Street 2. St. Stephen's Community Centre, St. Stephen's Lane
St. Peter Port North	1. Beau Séjour Leisure Centre, Amherst 2. Performing Arts Centre, Le Ozouets
St. Sampson	1. La Chambre de la Douzaine, Le Mûrier 2. Church Schools, Grandes Maisons Road
Vale	1. The Douzaine Room, Rue Maritaine 2. Island Scout Headquarters, Rue Mainguy
Castel	1. La Chambre de la Douzaine, Les Beaucamps 2. Cobo Community Centre, Rue de la Lande
West	1. St Saviour's Community Centre, Neuf Chemin, St. Saviour 2. The Evangelical Church School Hall, Longue Rue 3. La Salle Paroissiale, Les Buttes 4. La Chambre de la Douzaine, Rue du Belle, Torteval 5. La Chambre de la Douzaine, Rue des Landes, Forest
South-East	1. La Salle Paroissiale, Grande Rue, St. Martin 2. The Douzaine Room, Route de St. André, St. Andrew

5.10 The Committee was conscious that the introduction of Island-wide voting may present some logistical issues for polling stations used historically. Given that, even for those voters who attend with a pre-prepared list of candidates they wish to vote for, it will take some time to complete the ballot paper, this needs to be factored into preparations.

5.11 Some of these issues were raised in the Committee's 2010 policy letter:

At present the smaller polling stations have just one polling booth whilst some of the larger polling stations have eight polling booths. This could mean that the smaller polling stations would need three or four polling booths with the larger polling stations needing perhaps 30 or more.

This would result in several of the existing polling stations being of inadequate size. A further consequence of electors taking longer to complete their voting

papers is that more people means more cars – and car parking is already an issue at some polling stations under the present system.

Ballot papers would be substantially larger than present ballot papers. Existing ballot boxes would clearly not be sufficient...

- 5.12 The factors above, combined with the need for the polling stations to be accessible to all Members of the community, were factored into the Committee’s deliberations when considering the locations for polling stations.
- 5.13 The Election Team has proposed significantly increasing the number of polling booths at the polling stations as far as is practicable to do so. It has also estimated the number of ballot boxes required to accommodate polling on four days with a larger ballot paper.
- 5.14 The Committee and the Election Team has consulted with the Douzaines and the Island’s Access Groups to identify the most appropriate polling stations in each Parish on 16th and 17th June, and it is proposed the following polling stations are established in the Parishes:

District	Polling Station
Castel	1. La Chambre de la Douzaine, Les Beaucamps 2. KGV, Rue Cohu
Forest	1. La Chambre de la Douzaine, Rue des Landes
St. Andrew	1. The Douzaine Room, Route de St. André
St. Martin	1. La Salle Paroissiale, Grande Rue
St. Peter Port	1. The Constables’ Office, Lefebvre Street 2. Beau Séjour Leisure Centre, Amherst 3. Performing Arts Centre, Les Ozouets
St. Pierre du Bois	1. Community Hall, Les Brehaut
St. Sampson	1. La Chambre de la Douzaine, Le Mûrier 2. St Sampson Community Centre, Potters Corner, Grandes Maisons Road
St. Saviour	1. St Saviour’s Community Centre, Neuf Chemin
Torteval	1. Church Hall, Rue du Belle
Vale	1. The Douzaine Room, Rue Maritaine

- 5.15 The polling stations will be open on both 16th and 17th June 2020 from 8 a.m. to 8 p.m. It is important to reiterate that only residents of the Parish will be able to vote in their Parish polling station.

(c) Super Polling Station on 16th & 17th June

- 5.16 The Committee has also consulted with the Douzaines and the Island’s ‘Access

Groups' to identify the most appropriate polling station to act as the 'super polling station' on Tuesday 16th & Wednesday 17th June, 2020. Voters on the Electoral Roll will be able to vote at the 'super polling station' on the 16th & 17th June, regardless of where they live.

- 5.17 The super polling station will be open on both days from 8 a.m. to 8 p.m. at Beau Sejour Leisure Centre. Anyone on the Electoral Roll will be able to vote at this polling station.
- 5.18 In summary, the Committee is recommending:
- a. to set the opening hours of all polling stations (including advance polling stations and the super polling stations) in the Island at 8 a.m. until 8 p.m.
 - b. to establish an advance polling station at Beau Sejour Leisure Centre on Saturday 13th June and Sunday 14th June 2020.
 - c. to establish a super polling station at Beau Sejour Leisure Centre on Tuesday 16th and Wednesday 17th June 2020.
 - d. to establish the Parish polling stations on Tuesday 16th and Wednesday 17th June, 2020 as set out in the table at paragraph 5.14;
- 5.19 Proposition 4 sets out the proposal above. The Polling Stations will be established by the Registrar-General in accordance with the subsequent resolution of the States. Under the Law, the Registrar-General may provide for the establishment of such additional polling stations as he may deem convenient to the voter, should the need arise.

(d) Administration costs

- 5.20 Moving from one single day of polling to a system of advance polling stations, super polling stations and Parish polling stations over four days has an administrative cost. In 2016, an administration budget of £25,000 was granted for the administrative costs of the Election.
- 5.21 The Election Team has identified the costs of running four days of polling stations which includes the hire of polling stations, additional polling booths, new ballot boxes and the secure transport of ballot boxes etc.
- 5.22 A budget of £50,000 has been recommended to cover the costs of running polling stations and holding other incidental meetings (e.g. the training of polling station officials etc.). Provision has also been included in the staffing budget recommended for the payment of polling station staff, if required.
- 5.23 A budget of £10,000 has also been recommended for printing costs to cover a range of items including provision for Ballot Paper pads, the printing of the Electoral Roll, various guides, posters and instructions for polling stations etc. A budget of £10,000 has also been included for various additional postage costs.

6 Postal voting

- 6.1 The 2018 referendum saw over 9% of the Electoral Roll (2,906 people) opt for a postal vote which was an increase of 970 applications from the 2016 General Election. There are no restrictions on who can opt for a postal vote. Given the number of votes that can be cast by the voter in the 2020 General Election, it is highly likely there will be a substantial demand for postal votes in 2020.
- 6.2 The issuing of postal votes is labour intensive, and subject to strict procedures as laid down in the law, and to facilitate a potential significant increase in the number of people who will use this option, consideration has been given to how this process could be streamlined and improved.
- 6.3 The previous policy letter had highlighted that the States of Guernsey would need to allocate appropriate resources to cover the postal voting application period. A potential postal vote service has been identified which could automate the process of issuing postal votes, thus increasing the speed with which these will be delivered and freeing up human resources to focus on other matters. The estimated cost of processing postal votes in-house is £35,000 (including potential staff costs). The automated process is estimated to be a similar cost therefore the Committee believe it is prudent to request these funds to cover the costs of either an automated or manual process.
- 6.4 Article 15A (1) of the Reform (Amendment)(Guernsey) Law, 1972 enables the States to make provisions by Ordinance as it sees fit in relation to postal voting and other means of voting, whether or not involving attendance at a polling station, at elections for the office of People's Deputy. In April 2019, the States agreed the rules be amended and directed the preparation of such legislation to give effect to enable:
- (i) eligible voters to be able to vote at advance polling stations
 - (ii) a postal voter to be able to return their vote to a polling station; and
 - (iii) the Registrar-General to re-issue or cancel postal ballot packs in specific circumstances, namely:
 - to replace an irrevocably damaged postal ballot pack
 - to replace a lost or not received postal ballot pack
 - to correct a procedural error
- 6.5 The Registrar-General has also requested that the deadline for applications for postal votes is amended. At present, the Law states that an individual who wishes to vote by post shall submit an application not less than five days before the date appointed for the holding of the election. The States agreed that the General Election of People's Deputies will be held on Wednesday, 17th June

2020. The deadline for applications under the current provisions would therefore be Friday, 12th June.

- 6.6 It is reported that the timeframe has consistently proved problematic and challenging for previous Election Teams when dealing with a fraction of the applications expected for this Election.
- 6.7 Given the introduction of advance polling on Saturday 13th June, the Registrar-General has to finalise the Electoral Roll (showing the names of those who have applied for postal votes with a line through their name) in advance of polling opening. There will still be a requirement for printed copies of the Electoral Roll for each polling station, and adequate collation and printing time needs to be allowed.
- 6.8 It is therefore suggested that an application for a postal vote should be made not less than five clear days before the date when votes may be cast at a polling station, rather than the date appointed for the holding of the Election.
- 6.9 Time also needs to be allowed to ensure any last minute postal vote applications are processed, issued and have adequate time to be returned by 17th June.
- 6.10 In light of these factors, the Registrar General has recommended on this occasion that the application for postal votes is closed at 23:59 on Friday 5th June to enable the timely processing of these applications and the printing of the Electoral Roll. Accordingly, appropriate legislative provision will need to be made.
- 6.11 Some necessary, consequential changes are required to the 1972 Law further to the move to an Island-wide electoral system and the changes to the 1948 Law, including:
- reflecting the change to one Island-wide district;
 - removing the reference to the district from the ballot paper counterfoil and the pre-paid envelopes;
 - amending references to the Returning Officer to the Central Returning Officer;
 - reflecting the change from the vote count taking place in polling stations to a central location; and
 - other such changes as may be identified.
- 6.12 Further administrative changes to the 1972 Law may be required if the processing of postal votes is out-sourced to the identified postal vote service. Further research is being undertaken by the Election Team before a decision will be reached on this matter.

- 6.13 The Committee agrees that such changes are appropriate to facilitate the smooth operation of the postal voting process and therefore recommends that legislation be prepared including the changes set out in this section. Proposition 5 relates.

7 Vote Count

- 7.1 Historically, under the district system, the Parishes voluntarily carried out the manual vote count in each district, with the Returning Officer for each district causing the votes cast to be counted, including the postal votes received; and communicating the result of the vote count to the Presiding Officer of the States, and exhibiting the result at each polling station in the District.

- 7.2 In 2020, the vote count will be carried out under the supervision of a Central Returning Officer in a central location on the day following Election Day. Arrangements will be put in place to ensure the secure transport of the ballot boxes to the central location.

- 7.3 In the 2010 report⁷ on Island-wide voting, the then Committee commented as follows:

Whilst a manual count would not be impossible, it would take so long that the introduction of Island-wide voting effectively makes it essential to employ electronic equipment to count the votes. Electronic counting is used by some U.K. authorities but, because the machines are used relatively infrequently, they are hired rather than purchased. There are a number of U.K. companies that specialise in hiring out such equipment which may include peripheral items such as special ballot boxes which ensure that ballot papers are not folded (creased ballot papers are prone to being rejected by the machinery and as a consequence have to be processed manually).

- 7.4 Since late 2018, the Committee, with the assistance of IT, has investigated options for employing electronic equipment to count the votes, given the significant increase in the number of votes that are likely to be cast under the new electoral system.

- 7.5 The 2010 Committee estimated the vote count would cost £25,000. However, further to research undertaken in 2018 to 19, given the complexity of the vote count to be undertaken under Island-wide voting, this figure does not accurately reflect the real costs of such a count.

- 7.6 Given the volume of votes to be cast, a manual vote count would be labour-intensive and time-consuming. It would require hundreds of volunteers to

⁷ [States Assembly and Constitution Committee – Island Wide Voting – 3rd Report \(Billet D’État III 2011\)](#)

administer and a significant space to accommodate, and if a manual vote count was required, the States of Guernsey would need to provide the resources and facilities to enable this. This would have an impact on the States of Guernsey and the delivery of its services around the Election given a significant number of staff would need to be redeployed for the count. If a recount was requested, this would further stretch the resources required.

- 7.7 Using an e-counting system will have a number of benefits. Given the volume of votes to be counted, the system will be undoubtedly quicker. Such a system – which will be thoroughly tested prior to the Election – should provide confidence in the accuracy of the count. It will also assist in managing any recount that may be requested.
- 7.8 In 2019, a market analysis of three vote counting solutions was undertaken. Three vendors responded with the set of requirements requested. Further to analysis of the options, one supplier met the needs of the project in terms of the services provided and affordability.
- 7.9 It is proposed that an optical scanner will be used to read marked ballot papers and tally the results. The identified supplier offers a central count scanning solution, with the ballot papers being designed and produced by the supplier (in consultation with the Committee who will set out the minimum requirements e.g. font size and layout) so that they will meet the needs of the election process and the scanning solution. The proposed solution can scan up to a 100 ballots per minute. It can identify ballot papers where there are ‘over votes’ or votes which are not clear and will need adjudication from the Central Returning Officer. It is auditable and the system has been tested in a number of elections.
- 7.10 Given the clear benefits of an electronic vote count solution, the Committee is requesting a budget of £100,000 to cover the solution (and to provide an adequate contingency for unforeseen costs). This will cover the costs of the scanners, adjudication machines, networking, ballot papers, shipping costs, a mock vote and staff for training and technical support.
- 7.11 Other costs for the delivery of the electronic vote count, principally the venue facilities, total £10,000. The Committee is therefore requesting a total of £110,000 for delivery of the electronic count.
- 7.12 The project board is also looking at how a manual count, and potential recount, could take place, if this was required. An estimate of £190,000 has been provided to cover the venue, facilities, equipment and staffing costs. Given the Committee believes an electronic vote count is possible, it is therefore asking for this budget separately in Proposition 8 to enable the Policy & Resources Committee to use its delegated authority to transfer this funding if required.

8 Election Observers

- 8.1 The Committee proposed in its earlier 2019 policy letter that observers should be invited to participate in an Election observation exercise in respect of the 2020 General Election and/or to have the opportunity to do so in future elections. The States agreed to insert the necessary provisions into legislation to facilitate this and such provisions were included in the Reform (Guernsey) (Amendment) (No. 2) Law, 2019 approved by the States in September, 2019.
- 8.2 The Committee believes that independent Election observers help to assure the legitimacy of the Election process, and considers this especially important as a new system of Island-wide voting is introduced for the first time. The mission will provide independent scrutiny to ensure that the Island is complying with international obligations and standards for elections, and for it to receive feedback to make improvements in the future.
- 8.3 Guernsey has been a full member of the Commonwealth Parliamentary Association (the 'CPA') since 1953. The [UK CPA Handbook for Election Observation Missions](#) sets out the aim and importance of election observation:
- Credible election observation involves a comprehensive, independent and impartial assessment of an electoral process to evaluate the extent to which it complies with international obligations, commitments and standards for democratic elections. Through this, it can promote transparency and accountability, deter fraud and enhance public confidence and participation in the electoral process.*
- 8.4 There are a number of processes undertaken in the lead up to an Election Observation Mission, as set out in the 'CPA UK Handbook for Election Observation Missions'⁸.
- 8.5 If the States approves Proposition 6 to agree that one or more observers of the 2020 General Election will be appointed, the Committee will, after consultation with the Policy & Resources Committee, appoint one or more observers. As soon as possible after making such an appointment, the Committee will lodge an appendix report with HM Greffier informing the States of the appointment.
- 8.6 In the lead up to a Mission, CPA UK appoints a head of mission and recruits mission members. It organises the practical arrangements for the deployment of the mission. A core team is sent to prepare for the opening of the mission, hold introductory meetings and to observe voting, counting and tabulation. A preliminary report is produced immediately after the Election and in the following months a final report and recommendations is produced.

⁸ www.uk-cpa.org/media/2159/cpa-uk-eom-handbook_print_final_update.pdf

8.7 The Committee therefore asks the States to agree that it shall appoint one or more observers of a public election and agrees a budget up to a maximum of £50,000.

9 Communication initiatives

9.1 The Committee acknowledges that the introduction of Island-wide voting represents a significant change to the process of General Elections in Guernsey – for the voters, candidates and those who administer the system.

9.2 The information in section three of this policy letter sets out how the Committee believes the States of Guernsey should assist voters in ensuring they have adequate information about the candidates to make an informed decision.

9.3 One of its top priorities is also to ensure the public is fully informed of key matters in the lead up to the General Election, including information on how, where and when to vote. A comprehensive communication plan covering all aspects of the Election, from information about registering to vote through to post-Election arrangements, has been prepared.

9.4 This communication plan will run from the opening of the Electoral Roll until the vote count has been completed and will ensure that all sections of the population are reached using appropriate communication approaches. A budget for advertising is included in section 14 to support many of the initiatives in the communication plan.

a) Information on the ‘Election’ website

9.5 As has been the case in the lead up to previous Elections, a specific website will be created dedicated to the General Election to provide all the information voters need to know about the election, including registering on the Electoral Roll, applying for postal votes, polling stations and FAQs.

9.6 The Committee is looking at using various means of providing information on its website, including downloadable guidance and videos and ensuring this information is accessible to the widest possible audience.

b) Community engagement

9.7 The Committee is conscious that whilst information can be communicated to a large section of voters online, it is important that communication initiatives are also targeted at members of the public who may not, or do not, use computers. It is committed to ensuring there is a traditional media campaign and targeted community outreach events to ensure all of the community is engaged with,

particularly traditionally 'hard to reach' groups.

c) Face to Face engagement: hustings etc.

- 9.8 The Committee has given thought to how candidates can engage in person with voters. In the seven district system, 'walking the Parish' was a tradition many candidates undertook. Under the Island-wide system it would be very difficult for every candidate to visit every voter and even if they could, it is unlikely that many electors would welcome visits from such a high volume of candidates.
- 9.9 According to the Committee's 2010 'Island-wide voting - 3rd report', in the 1994 and 1997 Island-wide elections of Conseillers some candidates did carry out door-to-door canvassing. However, it appears candidates targeted certain areas rather than attempting to visit every elector as some candidates do in the existing district elections.
- 9.10 Hustings have always been organised by the Parishes historically, not the States of Guernsey. In previous General Elections, district based hustings have provided a useful means of providing two-way communication between the voter and the candidate, in seeing how candidates answer questions under pressure and to hear their views on various issues.
- 9.11 The Committee does not believe it is appropriate for the States of Guernsey to set-up a series of hustings, as it does not believe they would be equitable or useful for either the candidates or the voters. It may not be possible for hustings to be held in the same manner as previous Elections. It may be possible that candidates may organise their own hustings e.g. candidates grouping together to set out their views on certain policy areas in a hustings style setting.
- 9.12 The Committee has considered other methods by which candidates could interact with the public. Options could include holding one-to-one 'surgeries' in Parishes or holding a full-day or half-day event where all candidates would be invited to attend and the public would be invited to drop-in. Such events could incorporate a 'speed-dating' style of hustings.
- 9.13 As part of its July/August questionnaire, the Committee asked the public what it would like the States of Guernsey to do to enable the public to meet with candidates. 837 responses were received and a number of suggestions put forward.
- 9.14 A number of respondents did not believe that the States should do anything to facilitate this, stating the onus was on the candidate to meet the voters. A number of respondents stated they did not wish to receive house visits from candidates, stating the information in the manifesto and videos should suffice.

9.15 However, a large number of people wished to see the retention of some form of hustings, although the practical difficulty of achieving this with a large number of candidates was also acknowledged by many. It was stated on a number of occasions that hustings could be televised, streamed online and broadcast on the radio to facilitate engagement from voters who would not be able to attend all hustings. It was suggested that hustings could be organised by topics or by Parish.

9.16 Other suggestions for public engagement include:

- All day event(s) with all candidates: stalls where the public can sit down and speak to candidates and where general information about the election could also be provided.
- Drop-in sessions: it was suggested this could be set up in the weeks leading up to the General Election in different locations around the Island.
- Surgeries.
- 'Speed-dating' style sessions with candidates.
- Roadshow event in each Parish.
- Parish based meetings.
- Virtual meetings.
- The use of Facebook Live for Q&As and presentations.
- Ability to make appointments to meet with candidates (including via the website).
- Webinars.
- Candidates being available in town on a Saturday to meet with the public.

9.17 The information above has been passed to the Election Team to consider the options for public events. The Committee will endeavour to ensure that the Election period will include at least one 'meet the candidates' event, although the eventual format remains to be determined.

9.18 It is also intended to work closely with all of the traditional media given their important role in disseminating candidates' views, and general information about the Election, to the voter.

10 Information for candidates

10.1 The States, further to considering the 'Improving Governance in the States of Guernsey' report in 2012, resolved that:

- 1x. *A reasonable period of time before each General Election, the States Assembly and Constitution Committee, in conjunction with the Policy*

Council, should publish for the assistance of potential candidates for election a guide to the States to include an explanation of:

- *the General Election process;*
- *the various roles and responsibilities of a States member, such as the constituency, parliamentary, executive and scrutiny functions;*
- *the internal election process; and*
- *the functions of the different layers of the legislature and the government.*

If considered necessary, the Policy Council should propose a minor extension to the mandate of the States Assembly and Constitution Committee to incorporate this matter;

- 10.2 In 2016, the Committee produced the guidance note [‘Information for prospective candidates in the 2016 General Election of People’s Deputies’](#). The Committee, working with the Policy & Resources Committee as appropriate, is producing updated guidance to be published in early 2020.
- 10.3 The Committee is also working to produce guidance on the various roles and responsibilities of a States’ Member; on the internal election process; and the functions of the different layers of the legislature and the government.
- 10.4 Given the introduction of legislation relating to registration of political parties, donations/loans and expenditure limits for political parties, the Committee will also be publishing guidance on these specific topics.
- 10.5 Further to feedback from States’ Members, the Committee has agreed that information sessions should be convened for prospective candidates in advance of the nomination period.

11 Induction programme for States’ Members

- 11.1 The Committee is working with the Policy & Resources Committee to produce a comprehensive ‘on-boarding’ and ongoing development programme for States’ Members, tailored to their needs and developed from the experiences of current Members. It held a workshop in September 2019 with a number of existing States’ Members to receive feedback as to what has worked well in the past and to identify areas where further training is required.
- 11.2 The Committee continues to work with other Committees and Members to develop an induction and ongoing development programme appropriate for Members’ needs. It is intended that a significant amount of training will be delivered in-house, using skills available within the public sector, wherever

appropriate, to provide information and guidance on matters such as IT, data protection, Rules of Procedure of the States of Deliberation and their Committees, audit and financial reporting, internal controls and policies, risk etc.

- 11.3 However, there will be areas where it would not be appropriate for the public sector to 'train' elected Members. In such cases, external providers will need to be sought and funded. Matters such as improving governance, training as a board member, media training etc. are areas where Members may benefit from externally provided training. In order to facilitate this, a budget request was made and as a result a budget of £55,000 was allocated from the 2020 Budget.

12 Political Parties

- 12.1 When the Reform (Guernsey) (Amendment) (No.2) Law, 2019 is in force, political parties will be required to register at the Greffe if they meet the definition of a political party, as set out in Schedule 2 of the Law. The Greffe will publish an application for registration form which will be available to download on the website and in hard copy from the Greffe. The Committee will prescribe a fee by regulations in early 2020 – which will not exceed £200 – to cover the administrative costs of processing an application.

- 12.2 The application for registration will be determined by HM Greffier who will register the political party if he is satisfied that it has provided the information required under Schedule 2 to the Law. A 'Register of Political Parties' will be established and maintained by HM Greffier and available for inspection at the Greffe.

- 12.3 The Committee is conscious that the potential establishment of political parties may require changes to 'The Rules of Procedure of the States of Deliberation and their Committees' and the 'Code of Conduct for Members of the States of Deliberation'. Before the end of this political term, the Committee intends to undertake a 'wash-up' review of the Rules to consider any changes required before the new political term, and will consider this issue. The Committee also intends to present a policy letter to the States on its review of the Code of Conduct for Members of the States which also consider whether any changes are required.

13 Secondary legislation

- 13.1 There are a number of pieces of secondary legislation which will need to be drafted and submitted to the States to support the Election taking place. As stated in Section 6, legislation will be brought to the States in relation to changes to postal voting and other means of voting.

- 13.2 The [Electoral Roll Ordinance, 2019](#) has been lodged with HM Greffier which will cause the cessation of the current Electoral Roll on 30th November and for the application forms to be distributed to the Island. At the time of submission of this policy letter, it was scheduled for consideration at the meeting on 27th November.
- 13.3 Other pieces of legislation, which have been required for past Elections, will need to be drafted, setting out the date of the Election, the closure of entries to the Electoral Roll, the expenditure limits and the polling stations. Rules will also be drafted governing such matters as the public inspection of the Electoral Roll, availability of the Electoral Roll, the presence of candidates at the vote count.

14 Resources

(a) Human Resources

- 14.1 A General Election Project Board has been established to put in place the necessary arrangements for the 2020 General Election. The board is made up of the Registrar-General of Electors, the Lead Election Officer and staff from the Committee for Home Affairs, the States' Assembly & Constitution Committee, IT and the Communications Team. The Board is providing regular updates to the two Committees and the Chief Executive.

- 14.2 As stated in the Committee for Home Affairs policy letter dated 11th March, 2019:

It is ... critical that the creation of a new Electoral Roll and the delivery of a new electoral system should be approached as a single project. It is recommended that this is delivered by a dedicated team, headed by a Lead Election Officer.

The team will be responsible for leading the Election 2020 project, providing advice and support to both Committees and a central point of contact for all stakeholders ... The Team will complete the administrative functions associated with the compilation of the Electoral Roll and the delivery of the 2020 General Election.

- 14.3 A dedicated Election Team is in place to undertake the administrative functions associated with the compilation of the Electoral Roll and the delivery of the 2020 General Election.
- 14.4 As stated in the 2017 policy letter⁹ entitled, 'Referendum on Guernsey's Voting System':

⁹ [States Meeting on 21st June 2017 \(Billet d'Etat XIV\): States' Assembly & Constitution Committee - Referendum on Guernsey's Voting System \(P.2017/49\)](#)

“It should be noted that the parishes voluntarily carry out a significant part of the running of general elections, including providing venues for hustings and voting (for which any costs incurred are reimbursed by the States) and people to administer polling stations and count votes. The Committee wishes to place on record its appreciation of the invaluable assistance of the parishes and their volunteers. The costs borne by the States would be increased should the assistance of the parishes ever be withdrawn under any of the options A to E. It may be that this would become more likely under the options which move furthest away from the present electoral system”.

- 14.5 The Committee again wishes to place on record its appreciation of the assistance of the Parishes, and for their assistance and co-operation since the referendum in October, 2018 and in the development of this policy letter. However, whilst the Committee will seek volunteers to assist with polling stations and to count votes, it is conscious that this cannot be guaranteed, and adequate provisions must be put in place to fund staff for the four days of polling and the vote count. It has therefore recommended a budget to cover staffing costs in the following section.

(b) Budget

- 14.6 In 2016¹⁰, the entire budget for the holding of the General Election was included in the then Home Department’s policy letter ‘Preparation of a New Electoral Roll’.
- 14.7 The Committee for Home Affairs presented its policy letter entitled [‘Preparation for a New Electoral Roll’](#) to the April 2019 States’ Meeting. The policy letter and propositions set out the funding that would be required to cover the preparation of an Electoral Roll at a cost of £120,000, and an Election Team at a cost of £260,000. The relevant propositions were approved by the States on 26th April, 2019. The policy letter stated that the costs associated with the delivery of the Election would be detailed separately by the States’ Assembly & Constitution Committee.
- 14.8 The Committee has already publicly stated that moving to an Island-wide electoral system will substantially increase the costs of the General Election. New initiatives such as an electronic count solution, inviting election observers, introducing four days of polling, seeking to accommodate a likely increase of the number of postal votes and expanding the options on the website will increase the cost of the election in comparison with previous years.
- 14.9 As highlighted through the relevant sections of this policy letter, the Committee

¹⁰ Home Department ‘Preparation of a New Electoral Roll’ report dated 18th August 2014 ([Billet d’État XXIV – States’ Meeting 26th November, 2014](#))

recommends the following budget to fund the 2020 costs of managing the election process:

Election Budget	2020
Candidate manifesto booklet	£82,000
Administration – meetings etc.	£50,000
Advertising	£24,000
Printing	£10,000
Postal voting	£35,000
Postage (general)	£10,000
IT – hardware / website	£38,000
Election Observation Mission	£50,000
E-Count Solution	£110,000
Staffing of Polling Stations and Vote Count	£91,000
Sub-Total	£500,000
<i>10% contingency</i>	<i>£50,000</i>
Total	£550,000

14.10 Given the electoral system is new, and unforeseen costs will arise, the Committee is conscious to build in flexibility to the budget and is therefore requesting a 10% contingency amount.

14.11 The Committee is asking the States to approve the transfer of £550,000 from the 2020 Budget Reserve to the Royal Court budget (which funds the expenditure of the States’ Assembly & Constitution Committee) to fund the costs of managing the 2020 election (Proposition 7).

14.12 As set out in Section 7, the Committee is also asking the States to direct the Policy & Resources Committee to use its delegated authority to transfer funding of a maximum of £190,000 from the Budget Reserve to the Royal Court budget to fund, if necessary, a manual count (and, if necessary, recount) of the votes cast at the 2020 election. (Proposition 8).

15 Compliance with Rule 4

15.1 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.

15.2 In accordance with Rule 4(1), the Propositions have been submitted to Her Majesty’s Procureur for advice on any legal or constitutional implications.

15.3 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 have

the unanimous support of the Committee.

15.4 In accordance with Rule 4(5), the Propositions relate to the duties of the Committee *“to advise the States and to develop and implement policies in relation to elections to the office of People’s Deputy”*.

15.5 Also in accordance with Rule 4(5), the Committee consulted with the:

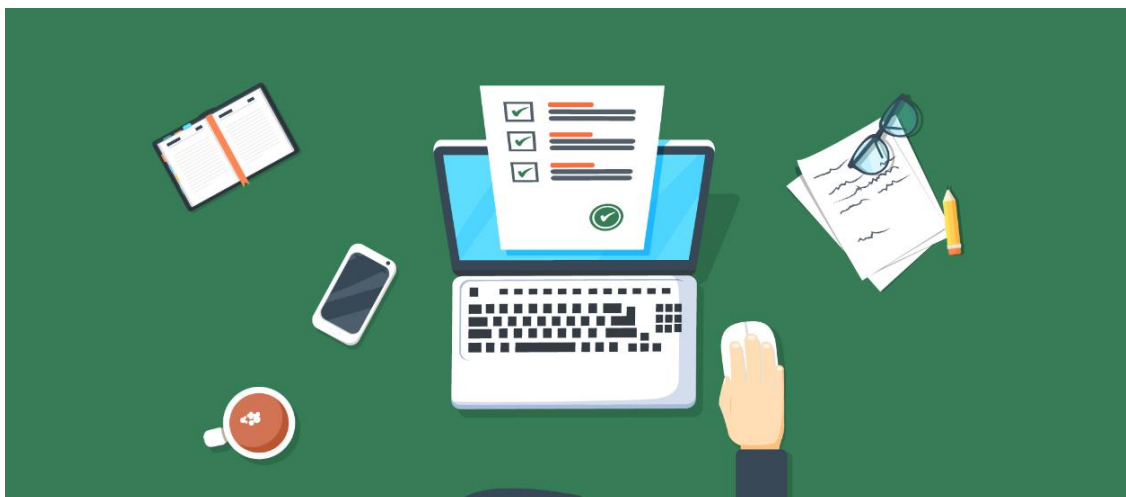
- Registrar-General of Electors
- Law Officers of the Crown.
- Douzaines

Yours faithfully

N. R. Inder
President

J S Merrett
Vice-President

P T R Ferbrache
J P Le Tocq
E A McSwiggan

 States' Assembly &
Constitution Committee**Receiving information from the States of Guernsey
about candidates in the lead up to the 2020 General Election**

The States' Assembly & Constitution Committee launched a questionnaire in July 2019 to help it understand how the public would like to receive information from the States of Guernsey about candidates in the lead up to the General Election in June 2020.

The Committee had provisionally considered the following options to assist voters and candidates:

- producing a 'combined manifesto booklet' that incorporates all of the candidate manifestos into one document; and
- the creation of video and audio clips for candidates to broadcast their message; and
- enabling the general public to submit questions to candidates online.

It wished to find out the public views on the above and give the option for further suggestions to be put forward. The consultation ran from 3rd July to 14th August, 2019 and **1186** people responded. The Committee is grateful to everyone who took the time to complete the questionnaire, provide additional feedback and for providing such a good response.

The attached report summarises the findings of the questionnaire. The consultation responses will help inform the Committee's next policy letter which will be presented to the States of Deliberation in 2019.

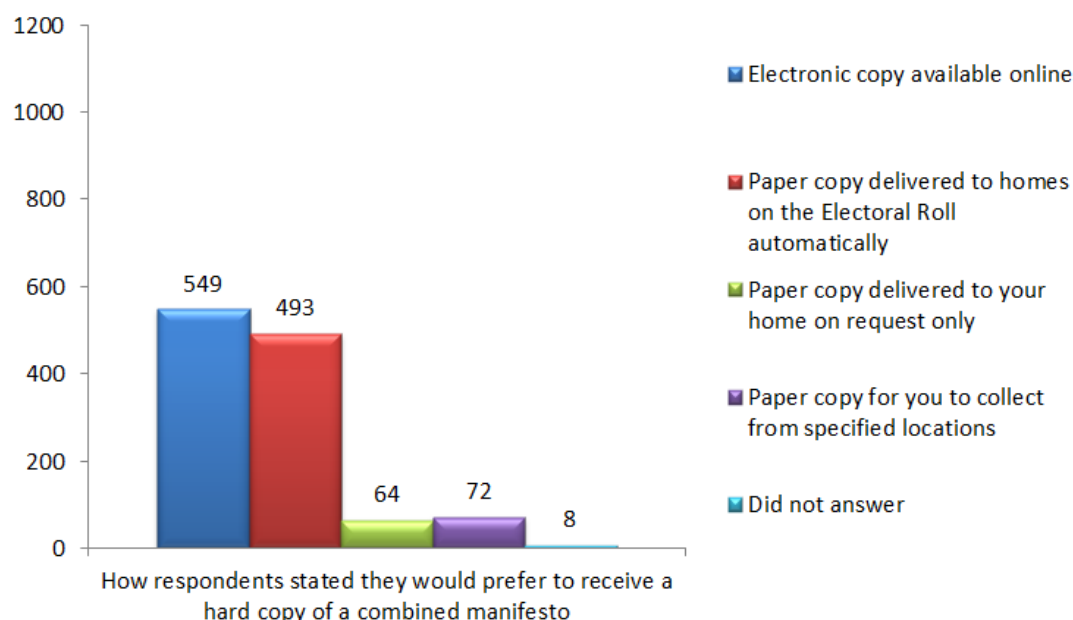
General Election 2020: Questionnaire response

The first three questions related to the production of a booklet including all of the candidate's individual manifestos. The Committee was interested to learn:

- how the public would prefer to have a copy; and
- what they would prefer to see in the booklet – full manifestos or a summary or other; and
- how many pages each manifesto should be.

How the public would prefer to receive a copy of a manifesto booklet

Q. If a combined booklet of manifestos was produced by the States of Guernsey, how would you prefer to get a copy?



There was a fairly even split between respondents wishing to have the booklet electronically or in hard copy delivered to their home automatically:

- 46% of respondents wanted an electronic copy available online.
- 42% of respondents wanted a paper copy delivered to their home automatically.

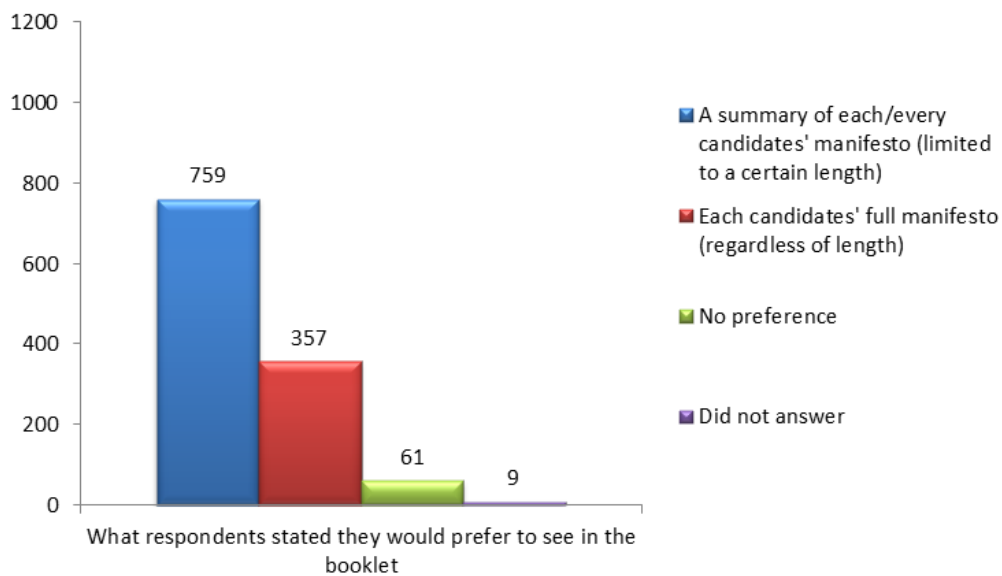
Only 5% of respondents wished to have a paper copy delivered to their home on request only and only 6% wanted the option of collecting it from specified locations.

In the comments section, some respondents supported the suggestion that the paper copy should automatically be delivered to every home. Others stated that the focus should be online and paper copies provided on request or to be collected from convenient locations in the Island (e.g. the Douzaine Rooms, the Guille Allès Library,

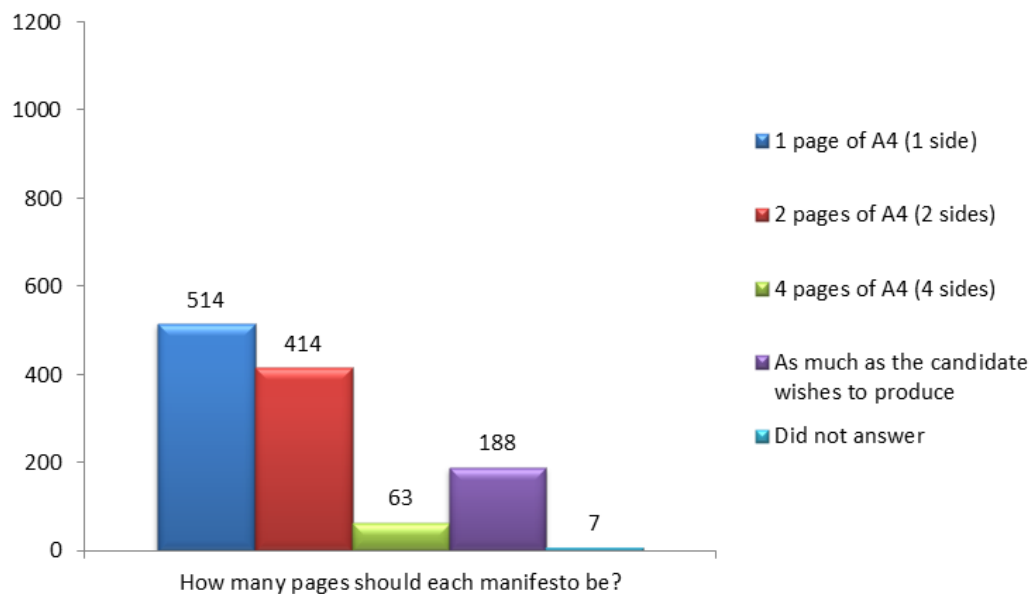
Beau Sejour etc.). Environmental concerns were raised by some respondents, noting the significant volume of printing that would be required to produce such a document at such a volume. It was noted by a number of respondents that a number of people would not have internet access and needed to be catered for with hard copies.

The length of manifestos in the booklet

Q. We would like to understand what you would prefer to see in the booklet



Q. How many pages should each manifesto be?



The Committee wished to understand how much information the public wanted to receive on each candidate in the combined manifesto. The two questions above were asked to understand this.

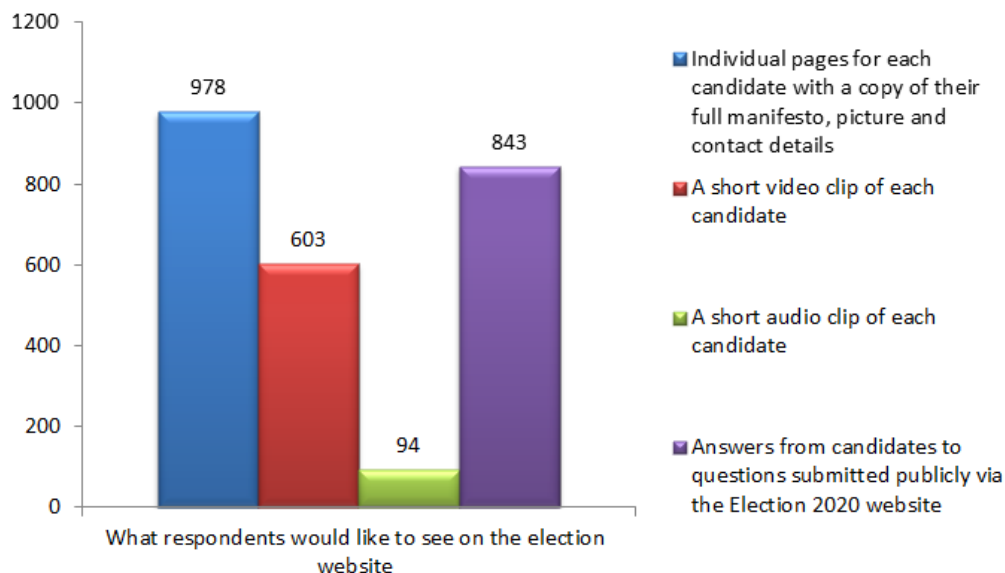
It is clear from the findings that a majority of respondents do not wish to see lengthy manifestos as part of the combined booklet. 43% of respondents wanted the manifesto to be 1 side of A4 and 35% wanted it to be 2 sides of A4 (i.e. 78% want the length limited to 1 or 2 sides). Only 16% of respondents were happy for candidates to submit manifestos of any length.

64% of respondents stated they wanted a summary of every candidate’s manifesto but limited to a certain length. Only 30% wanted to see every candidate’s full manifesto, regardless of length.

Some respondents wished to see the manifestos set out in a uniform format to be easily digestible. Others felt it was important that the style was left to the candidates. A number of respondents had suggestions regarding what manifestos should include, which will be briefly detailed later in this document.

What information should be on the election website?

Q. What would you like to see on the election website (tick as many options as you would like to see):



82% of respondents wanted to see individual pages for each candidate with a copy of their full manifesto, picture and contact details. It was also suggested that people should be able to contact candidates through this page and that candidates should be able to provide updates on this page.

Just over half of respondents wanted to see a short video clip of each candidate at around 2 – 3 minutes in length and for such videos to be shared via social media. It was highlighted such videos should also contain a subtitle option. It was also suggested for uniformity of the style and length of videos, this initiative should be undertaken by the States of Guernsey.

There was limited enthusiasm for short audio clips of each candidate. Many respondents wished candidates to receive coverage on traditional radio – with suggestions for brief recordings of candidates, phone-ins and hustings included.

71% of respondents wanted there to be a Q&A page on the website to enable the public to ask **all** candidates questions and for these responses to be published. There was a range of views on this proposal – some respondents thought questions should be limited to around ten whereas others wished for up to 30 questions to be asked. Some wished to see a ‘yes/no’ or graded (i.e. 1 – Strongly agree, 5 – strongly disagree) questionnaire submitted on ‘hot’ or ‘important’ topics whereas others wished there to be the opportunity for candidates to respond to specific questions within a word limit. It was suggested that a question could be given to candidates on a daily basis to respond to on the website or via social media.

As well as members of the public posing questions, it was suggested that third sector organisations could be encouraged to produce questions. The ability to sort by subject and to compare responses from candidates was raised as important by a number of respondents.

It was also suggested that the questions should also be published on social media for accessibility.

Other suggestions received

Further initiatives

People were asked if they had any suggestions regarding initiatives the States of Guernsey could carry out to further inform people about candidates and provided a comment box to put forward ideas. 451 responses were received to this request. Some of the suggestions put forward are summarised below:

- Matrix of key issues: A number of respondents wished to have the means to compare and contrast candidates on a number of key topics and to have a format/grid whereby this was possible.
- Social Media: Effective use of Social Media (Facebook, Twitter, Instagram and YouTube) was raised by a number of respondents. It was suggested a specific 2020

General Election page be set up on social media to provide a one-stop shop for information.

- Online discussion forum: It was suggested that an online forum for discussion would be useful, however noted that this would not be suitable for all candidates. It was also suggested that online meetings could be facilitated.
- Printed press: It was suggested that a pull-out supplement on all the candidates was produced as part of the Guernsey Press, as has been produced in previous elections.
- TV: Segments on the BBC Spotlight and ITV Channel news were suggested, including having TV debates or videos shown.
- Radio: Having short audio clips of candidates summarising their manifesto on BBC Radio Guernsey or Island FM was also suggested. Radio debates and phone-in's was also put forward.
- Mobile apps: Some respondents thought the development of an Election App with all the candidates' information on would be helpful.
- Information from candidates: A number of respondents listed some of the information they would wish to see from candidates/to be included in their manifesto. This included:
 - A CV including relevant experience and qualifications.
 - Declarations of Interest.
 - Whether the candidate is affiliated to a party.
 - The candidates' aims if elected.
 - An indication of the Committees they wished to serve on.
 - How many hours the candidate would dedicate to the role.
 - Voting records (for existing Members) i.e. how they voted on key issues.
- Information for candidates: It was suggested that workshops and information for candidates should be provided in advance of the General Election to assist in their preparation.

Some respondents did not believe the States of Guernsey should provide any assistance to candidates above what it had suggested. The need to ensure the 'hard to reach' and those without computer access was raised regularly, particularly in regard to older voters.

Meeting the candidates

The Committee asked what people would like the States of Guernsey to do to enable the public to meet with candidates. 837 responses were received and a number of suggestions put forward.

A number of respondents did not believe that the States should do anything to facilitate this, stating the onus was on the candidate to meet the voters. A number of respondents stated they did not wish to receive house visits from candidates, stating the information in the manifesto and videos should suffice.

A large number of people wished to see the retention of some form of hustings, although the practical difficulty of achieving this with a large number of candidates was also acknowledged by many. It was stated on a number of occasions that hustings could be televised, streamed online and broadcast on the radio to facilitate engagement from voters who would not be able to attend all hustings. It was suggested that hustings could be organised by topics or by parish.

Other suggestions for public engagement include:

- All day event(s) with all candidates: stalls where the public can sit down and speak to candidates and where general information about the election could also be provided.
- Drop-in sessions: it was suggested this could be set up in the weeks leading up to the General Election in different locations around the Island.
- Surgeries.
- 'Speed-dating' style sessions with candidates.
- Roadshow event in each Parish.
- Parish based meetings.
- Virtual meetings.
- The use of Facebook Live for Q&As and presentations.
- Ability to make appointments to meet with candidates (including via the website).
- Webinars.
- Candidates being available in town on a Saturday to meet with the public.

Conclusion

The States' Assembly & Constitution Committee is very grateful to everyone who completed and returned the questionnaire. It is giving careful consideration to all of the feedback provided to assist it in developing its proposals.

07.10.2019

2019 General Election Questionnaire Results

Q. If a combined booklet of manifestos was produced by the States of Guernsey, how would you prefer to get a copy?		
Preference	%	No.
Paper copy delivered to homes on the Electoral Roll automatically	42%	493
Paper copy delivered to your home on request only	5%	64
Paper copy for you to collect from specified locations	6%	72
Electronic copy available online	46%	549
Did not answer question	1%	8
		1186
Q. We would like to understand what you would prefer to see in the booklet		
Preference	%	No.
Each/every candidates' full manifesto (<i>regardless of length</i>)	30%	357
A summary of each/every candidates' manifesto (<i>limited to a certain length</i>)	64%	759
No preference	5%	61
Did not answer	1%	9
		1186
Q. How many pages should each manifesto be?		
Preference	%	No.
1 page of A4 (1 side)	43%	514
2 pages of A4 (2 sides)	35%	414
4 pages of A4 (4 sides)	5%	63
As much as the candidate wishes to produce	16%	188
Did not answer	1%	7
		1186
Q. What would you like to see on the election website (tick as many options as you would like to see):		
Preference	%	No.
Individual pages for each candidate with a copy of their full manifesto, picture and contact details	82%	978
A short video clip of each candidate	51%	603
A short audio clip of each candidate	8%	94
Answers from candidates to questions submitted publicly via the Election 2020 website	71%	843
		1186

The Candidate Manifesto Booklet

1 Introduction

1.1 As set out in section 3 of this policy letter, the following options were considered for the production of a candidate manifesto booklet:

- a) A candidate manifesto booklet delivered to all homes on the Electoral Roll; or
- b) A candidate manifesto booklet delivered to all homes on the Post Office's Register of Homes; or
- c) A leaflet delivered to all homes and the candidate manifesto booklet being available for collection.

1.2 Each of the options are premised on one candidate manifesto booklet **per household**, with the expectation that voters within a household will share the document. The costs and environmental impact of producing a candidate manifesto booklet for each registered voter would be seriously prohibitive.

2 Options considered by the Committee

2.1 The advantages and disadvantages of each of the options are set out below:

(a) The candidate manifesto booklet sent to all homes on the Electoral Roll

2.2 This option has a lower print cost than option (b) but a higher distribution cost as a labelled delivery (even to a reduced number of properties) is more expensive than a blanket drop to all homes on the Island. The advantages of this option are that:

- It will specifically target people who have registered to vote.
- Everyone on the Roll will have access to a set of manifestos delivered to their door.
- It will ensure all candidates are equally represented to the public.
- It will minimise the environmental impact of printing the candidate manifesto booklet.

2.3 The disadvantages to this option are as follows:

- A number of people who would prefer to access the document electronically will receive a hard copy.
- It is the most expensive option with considerable postage costs incurred.
- Given the print and distribution timeframes provided to the Committee, it

will be delivered to homes on 4th June (just under two weeks before the General Election).

2.4 The costs of this option have been estimated as follows:

Action	Est. Cost
Cost for production of the candidate manifesto booklet	£15,000
Labelling the candidate manifesto booklet for delivery	£7,000
Print x 18,000 (includes spare copies for the Douzaines, public buildings, States' buildings etc.)	£23,000
Delivery of up to 18,000 to all homes on the Electoral Roll	£37,000
Total Cost	£82,000

(b) The candidate manifesto booklet sent to all homes on the Post Office's Register of Homes

2.5 This option has the highest print cost but the lowest distribution cost as a blanket drop to all homes on the Island would be less expensive than a labelled delivery. The advantages of this option are that:

- It may encourage individuals who were previously uninterested in the Election to sign up to the Supplementary Electoral Roll.
- Everyone on the Island will have the opportunity to be informed about the General Election and its candidates.
- It will ensure all candidates are equally represented to the public.
- It has a lower postage cost than option (a).

2.6 However, there are significant disadvantages to this option:

- People who are ineligible to vote or who do not wish to vote will be sent a sizeable document which they will likely automatically dispose of.
- Given the print and distribution timeframes provided to the Committee, it cannot guarantee delivery to all homes until 10th June, 2020 (1 week before the General Election)
- A number of booklets will have been printed unnecessarily.
- A number of people who only wish to access the document electronically will receive a hard copy.
- It will have the highest environmental cost out of the options.
- It will have the highest print cost out of the options.

2.7 The costs of this option have been estimated as follows:

Action	Est, Cost
Cost for production of the candidate manifesto booklet	£15,000

Print x 28,000 (includes spare copies for the Douzaines, public buildings, States' buildings etc.)	£ 30,000
Deliver 27,400 to all homes	£17,000
Total Cost	£62,000

(c) A leaflet being sent to all homes and the candidate manifesto booklet being available for collection.

2.8 The Committee explored an alternative solution which would ensure that everyone was fully informed of the General Election, but did not receive a large candidate manifesto booklet they might not wish to have. This would involve the States producing a leaflet, with a blanket drop to every household in the Island which would:

- Provide general information about the Election; and
- List headline information (likely names, photographs and contact details) of all the candidates; and
- Contain instruction on where the candidate manifesto booklet could be obtained online and in hard copy.

2.9 Printed copies of the candidate manifesto booklet could be made available at convenient locations for members of the public to collect, should they so wish. If individuals were physically unable to collect a copy, a request could be made to the Election Team for a copy to be delivered. The advantages of this option are that:

- The leaflet will likely have a quicker turnaround time, thus providing initial information about the General Election and about candidates in advance of the printed candidate manifesto booklet being available.
- It enables people to choose to access the candidate manifesto booklet electronically or in hard copy.
- It will significantly reduce postage costs in comparison with the other options.
- Targeting all households with the leaflet may encourage individuals who were previously uninterested in the Election to sign up to the Supplementary Electoral Roll.

2.10 The disadvantages of this option are as follows:

- It does not deliver all the manifestos to the voters' home (for voters who want or need to receive hard copies).
- There is a risk some people may judge candidates on name/face recognition

from the leaflet alone rather than read their manifestos.

- It requires people to collect the manifesto from specified points.
- It has no overall environmental benefit, as it will still be necessary to produce enough printed manifestos to meet potential demand.

Action	Est. Cost
Print x 18,000 of the candidate manifesto booklet (includes spare copies for the Douzaines, public buildings, States' buildings etc.)	£23,000
Delivery to key points in the Island (estimate)	£2,000
Print x 28,000 leaflets (includes spare copies for the Douzaines, public buildings, States' buildings etc.)	£15,000
Deliver 27,500 leaflets to all homes	£5,000
Total Cost	£45,000

3 Recommendation

- 3.1 As set out in section 3 of this policy letter and Proposition 1, the Committee is recommending a candidate manifesto booklet is published and distributed to all homes on the Electoral Roll.

Candidate Expenditure Limit

1 Introduction

- 1.1 The Committee's April 2019 policy letter included a section on, 'Candidate Expenditure and Grants'¹¹ and Section 4 of this policy letter sets out the Committee's recommendation for the candidate expenditure limit in 2020.
- 1.2 As stated, the Committee's starting point was to propose an expenditure limit that will enable a candidate to reach every household on the Electoral Roll with their own manifesto, should they wish to do so.
- 1.3 In researching its proposals, the Committee considered the systems in place in other jurisdictions for setting expenditure limits and the costs of printing and distributing individual manifestos.

2 Limits in other jurisdictions

- 2.1 In Jersey, under the [Public Elections \(Expenditure and Donations\) \(Jersey\) Law 2014](#), where the candidate is a Senator (i.e. someone elected on an Island-wide basis), a candidate's election expenses may not exceed £2,800 plus 11p for each person entitled to vote in the election. In the 2018 General Election, Jersey had an Island wide turnout of 43.38%, a total poll of 26,947 and total electorate of 62,123. This meant that Senators could spend a total of £9,633.53.
- 2.2 In the Isle of Man, under [The Representation of the People Act 1995](#), the maximum amount that can be spent on a campaign from the moment a candidate makes a public declaration is £2,000 plus 50p for each registered elector in the relevant constituency. As an estimate, the limit may equate to £4,500 to £5,000. The size of constituencies in the Isle of Man in 2019 vary from approximately 4,500 – 6,300¹².
- 2.3 In the 2017 UK General Election¹³, the spending limit was calculated by adding together a base amount (£8,700) and a variable top up taking into account the number of registered electors in the constituency (6p per registered parliamentary elector). Given the dominance of political parties in the UK, and noting that borough constituencies are at least two to three times the size of the Guernsey electorate, the Committee will not be using the UK system as a

¹¹ [States Meeting on 24 April 2019 \(Billet d'État VII\): States' Assembly & Constitution Committee - General Election 2020 \(P.2019/22\)](#)

¹² Information taken from the official Isle of Man Government website on the [Electoral Registration data page](#).

¹³ The Electoral Commission - [UK Parliamentary general election 2017 Great Britain - Guidance for candidates and agents Part 3 of 6 – Spending and donations](#)

comparator.

- 2.4 On 4th October 2018, the Electoral Roll contained the names of 31,865 people. Using the Jersey and Isle of Man models, and rounding up the number on the Electoral Roll to 32,000, this would produce the following expenditure limits for candidates:

	Base figure	Amount x voter	Total
Isle of Man	£2,000	£16,000.00 (32,000 x 50 p)	£18,000
Jersey (Senators)	£2,800	£3,520.00 (32,000 x 11 p)	£6,320

3 Print and distribution of individual manifestos

- 3.1 In the 2016 General Election, the size of manifestos produced by candidates varied from one side of A5 sized paper to eight sides of A4 sized paper. In 2018, the number of homes on the Electoral Roll stood at 17,142.
- 3.2 Given the number of homes on the Electoral Roll for 2020 will be unknown until the Roll closes in 2020, the Committee has used 18,000 as a baseline to work from, to allow an increase to the number of homes on the Electoral Roll, and to provide some flexibility for additional costs which candidates could incur when preparing for the General Election.
- 3.3 The Communications Team was asked to provide costs for the printing of a number of different sizes up to an 8 page colour manifesto (the maximum length a candidate is expected to produce given evidence from previous elections). The estimated costs for printing 18,000 copies (i.e. a document printed for every home on the Electoral Roll) and 27,500 (i.e. a document printed for every domestic dwelling in the Island) were obtained:

	Print cost for 18,000 documents	Print cost for 27,500 documents
2 pages	£1,050	£1,250
4 pages	£2,000	£2,450
8 pages	£3,700	£4,500

3.4 The estimated costs of Guernsey Post delivering manifestos to homes on the Electoral Roll were also considered. There are effectively two basic options that can be used by candidates:

- Door 2 Door (unaddressed)
- Standard letter post services (labelled)

Door 2 Door (unaddressed)

3.5 This option would include delivering a single manifesto to every property in Guernsey (c. 26,370), rather than just those on the Electoral Roll. Given it is unaddressed the Post Office would not be able to distinguish people or addresses on the Electoral Roll and the manifestos would therefore go to every household – including people not on the Roll and people ineligible to vote. The Committee has been advised of the following estimated prices:

Size	Weight	Price per item	Total cost
A5 leaflet	Under 50g	11.5 p	£3,032.55
A4 leaflet	Under 50g	17.5 p	£4,614.75

Standard letter post services

3.6 Guernsey Post has advised for the use of standard letter post services it would offer a 20% discount on its tariff on the basis that the items could be delivered over the course of a week.

Size	Tariff	Price per item	Total cost for 17,000 homes	Total cost for 17,500 homes	Total cost for 18,000 homes
A5 leaflet	0.48	0.38	£6,460	£6,650	£6,840
A4 leaflet	0.66	0.53	£9,010	£9,275	£9,540

Labelled drop to homes on the Electoral Roll

Pages	Number	Cost	Label/Envelope	Post cost per item	Total postage	Total
2	18,000	£1,050	£2,000	£0.38 or £0.53	£6,840 or £9,540	£9,890 or £12,590

4	18,000	£2,000	£2,000	£0.38 or £0.53	£6,840 or £9,540	£10,840 or £13,540
8	18,000	£3,700	£2,000	£0.38 or £0.53	£6,840 or £9,540	£12,540 or £15,240

Drop to every Guernsey Post registered home on the Island

Pages	Number	Cost	Label/ Envelope	Post cost per item	Total postage	Total
2	27,500	£1,250	n/a	£0.175	£4,950	£6,200
4	27,500	£2,450	n/a	£0.175	£4,950	£7,400
8	27,500	£4,500	n/a	£0.175	£4,950	£9,450

THE STATES OF DELIBERATION
of the
ISLAND OF GUERNSEY

STATES' ASSEMBLY & CONSTITUTION COMMITTEE

GENERAL ELECTION 2020 – SECOND POLICY LETTER

The President
Policy & Resources Committee
Sir Charles Frossard House
La Charroterie
St Peter Port

11th November, 2019

Dear Deputy St Pier,

Preferred date for consideration by the States of Deliberation

In accordance with Rule 4(2) of the Rules of Procedure of the States of Deliberation and their Committees, the States' Assembly & Constitution Committee requests that the policy letter entitled 'General Election 2020 – Second Policy Letter' be considered by the States of Deliberation at its meeting on 11th December, 2019.

The policy letter needs to be considered by the States of Deliberation at this meeting to enable the budget to be in place to support preparations for the General Election in 2020.

Yours sincerely,

N. R. Inder
President

J S Merrett
Vice-President

P T R Ferbrache
J P Le Tocq
E A McSwiggan