



States of
Guernsey

GOVERNMENT WORK PLAN

MONITORING REPORT

January 2022



DEVELOPMENT OF THE GOVERNMENT WORK PLAN

After the 2020 election, the Policy & Resources Committee took a fresh look at its mandate responsibilities regarding facilitation, leadership, monitoring and reporting of the States’ policy planning and reporting process. The States’ intentions had out-stripped their fiscal and human resources, even before COVID-19 and Brexit’s impact had taken their toll. The result had been a list of policy initiatives, capital projects and extant Resolutions that couldn’t all progress in a timely manner, combined with a trend of underinvestment in critical infrastructure.

The States agreed that what was needed was a single, integrated, phased and funded Government Work Plan to address the Island’s immediate economic, social and environmental needs and position Islanders for a thriving, sustainable future. While the Plan’s vision was informed by the high-level ‘Revive and Thrive: Our Recovery Strategy for GuernseyTogether’, its success would require a refreshed approach to cross-

Committee and Assembly-wide working. In November 2020, each Committee began discussing the priority projects with the Policy & Resources Committee. While broad areas such as health, education and the environment are mandate responsibilities of individual Committees, it is often the case that progress requires cross-Committee efforts. For example, providing holistic care and protection for vulnerable young Islanders necessitates joint working by the Committee *for* Health & Social Care, the Committee *for* Education, Sport & Culture, the Committee *for* Home Affairs and the Committee *for* Employment & Social Security.

A series of workshops, meetings and briefings were held for States’ Members in the first half of 2021 to consider and discuss the Plan’s priorities, workstreams, capital projects and recovery actions, as well as its funding. Workshops were held with the States’ own subject matter experts and the Policy & Resources

Committee conducted engagement sessions with external stakeholders from business and the third sector.

In March 2021, the Assembly agreed the Plan’s four priorities:

-  **RESPONDING TO THE COVID-19 PANDEMIC**
-  **MANAGING THE EFFECTS OF BREXIT AND MEETING INTERNATIONAL STANDARDS**
-  **RE-SHAPING GOVERNMENT**
-  **DELIVERING RECOVERY ACTIONS**

A politically diverse Government Work Plan Sub-Committee then went on to consider a provisional prioritised framework of recovery actions which the Policy & Resources Committee developed into the Government Work Plan.

The Plan was approved by the Assembly in July 2021. Its method of development, structure and governance framework will now assist the States in managing fiscal and human resource capacity for maximum impact. Importantly, it sets out an annual Top Ten list of recovery actions which will evolve over the political term as the actions are successfully concluded and the Assembly determines the next most critical actions for its attention.

TOP TEN ACTIONS



Scope and deliver urgent measures necessary to address **housing** pressures

The Housing Action Group has given top priority to the consideration of options for land supply for the development of Affordable Housing, which includes social rental housing, key worker housing, partial ownership housing and specialised housing. The land supply options considered include the use of existing States-owned sites, Housing-owned infill sites and private land acquisition options. The negotiated purchase of Kenilworth Vinery accelerated progress and plans can be submitted soon, with the intention to build the first homes as early as the second half of 2023. Through the Housing Action Group, the feasibility of 37 sites in total has been reviewed and considered and the Guernsey Housing Association is now actively exploring a number of shortlisted sites in greater

detail that collectively have the potential to yield in the region of 350 units.

A second focus has been to consider how construction type might increase the speed of affordable housing delivery. This has included researching modular build approaches and their feasibility for Guernsey in relation to transport, cost, construction speed, on-site construction requirements and local Building Control regulations. A number of options have been shortlisted and the Group is in the final stages of determining suitability compared to more traditional on-island construction.

The focus is now on non-development initiatives that are, in the main, policy levers with a focus on increasing

availability. Resource has also been allocated to start planning for the implementation of the General Housing Law.

Associated work has been completed and agreed by the Assembly with regards to the use of redundant hotels and changes to permit alternative use of office space for residential accommodation.



Commence the re-organisation of secondary and post-16 **education**

The States have reached a decision on the re-organisation of secondary education and post-16 provision. Children have been disproportionately impacted by COVID-19 and progress in education is now essential.

The two programmes of work are under some stress. On 26th October, the Policy & Resources Committee

approved funding of £6.25m as part of the Transforming Education Programme. The overall timeframe is challenging and therefore several matters need to be dealt with concurrently rather than consecutively. The funding was provided for re-purposing Les Varendes; demolition of Les Ozouets and the required relocation of students and staff.



Set out and resource proposals to grow knowledge and **skills** in our community

Our 'human capital' – the knowledge, skills, and health of our people – is critical to our future wellbeing. We need to invest wisely to remain an attractive and competitive place to live and work, and with which to do business. It starts with statutory education provision but needs to be life-long for the challenges ahead. To help us do that, a Human Capital

Development Plan will be published in mid-2022, with work underway to establish clear data on the current skills gap in the Island as well as the future skills gap in relation to the economy, to enable the States to consider evidence-led proposals. A pilot to improve adult literacy and numeracy has also been commissioned.



Determine and begin implementation of the approach to enhanced **digital infrastructure**

The States have made the decision to invest in universal broadband provision and the first fibre connections to homes under this infrastructure investment programme are already complete. With a five-year implementation plan it was essential this decision was made swiftly.

Responsive legislation and regulatory developments are in hand and expected to be completed in 2022 with plans launched to support innovation, transformation, and entrepreneurial growth alongside investment through skills.



Support vulnerable **children** through revision to Children Law and action on the Outcomes Report

The newly established cross-committee group is taking forward amendments to the Children Law to be considered by

the States and determining operational change to improve positive outcomes for children and young people.



Assess the fitness for purpose of our **population** and immigration framework, recognising the need to balance economic needs with maintaining quality of life

The Population and Immigration Policy Review Panel has agreed a programme of work which is resourced and progressing to an agreed timeline which should enable the States to debate their population policy in mid-2022. This will

not only consider what the Island's future population policy needs to deliver, but also the challenges that are being faced by the economy today and what can be done in the short/medium-term.



Invest additional funding into promoting Guernsey's **finance** sector and establish a **tourism** plan and campaign to expand Guernsey's tourism offer

Funding has been confirmed for the finance sector promotion plan through to 2024. This economic engine now will rely on the wider interdependencies of future policy and investment decisions across education, skills, health, population management and housing to encourage productivity and growth.

The 2022 tourism marketing campaign has been finalised and the longer-term Tourism Strategy is currently being developed with the cross-industry Tourism Recovery Taskforce.



Set out a clear and co-ordinated **transport** connectivity and infrastructure policy and further develop the general and commercial aviation sector

An update to the runway extension report is nearing completion and the airport is developing a land use and infrastructure master plan. These pieces of work will be co-ordinated through the review group established as part of the air policy framework.

The States' debate earlier this year on Future Ports provided direction for development work and there are ongoing discussions with Condor, the Ports of Jersey and the States of Jersey on a long-term operating agreement, and associated ro-ro licensing legislation is being prepared.



Establish a development agency and enable work to begin on the development of the seafront **regeneration** masterplan



Draft proposals for an arm's length regeneration agency to take forward the seafront master plan are being considered by States' Committees whose policy and operational mandates are engaged, with the expectation that the proposals will be considered by the States in Q2 of 2022. Important Development Frameworks have been completed and published which are critical enabling tools.



Support the **physical and mental recovery** of Islanders through scoping and delivering SOHWELL phase 3 programme and launching the pilot wellbeing centre jointly with third sector partners

Health recovery is another critical response to our wellbeing as we navigate living responsibly with COVID-19. Additional wellbeing support has been provided over the festive season for individuals experiencing low to moderate stress, distress and isolation, recognising

that it can be a difficult time of year, even without the relentless COVID headlines. This will support on a pilot basis for 2022 the envisioned partnership approach with the third sector to provide out of hours 'drop in' crisis support.

PRIORITY 1

RESPONDING TO THE COVID-19 PANDEMIC

WORK STREAMS	AREAS OF FOCUS	PRIORITY
Deliver the vaccine programme	Mitigate current COVID-19 risks	Responding to the COVID-19 Pandemic
Deliver the Bailiwick testing strategy		
Provide business support	Manage future COVID-19 risks as part of a new normal	
Live responsibly with COVID-19		

The two areas of focus are on track. The public uptake of the vaccine programme sees the Bailiwick with high vaccination rates. The test and trace teams are under strain as the numbers of infections increase, however numbers admitted to hospital remain low. The booster roll-out programme is very active. Business support is now restricted to the tourist attraction scheme and the visitor accommodation scheme, with agreements in place to continue until March 2022.

Managing future COVID-19 risks as part of a 'new normal' will be explored politically by a policy letter to be debated in January. The Assembly will be asked to direct the Committee for Health & Social

Care to develop proposals to introduce powers for the Medical Officer of Health to manage COVID-19 as a notifiable disease to replace the requirement for emergency regulations.

The ability to restrict the freedom of individuals is the other matter currently under scrutiny alongside the introduction of non-pharmaceutical interventions to manage public health. The political consultation responses led to the conclusion that these powers should remain with the Civil Contingencies Authority because powers to restrict the freedom of individuals must be strictly limited and cannot be indefinite. The 2012 Law has the necessary legal safeguards.

PRIORITY 2

MANAGING THE EFFECTS OF BREXIT; MEET INTERNATIONAL STANDARDS

WORK STREAMS	AREAS OF FOCUS	PRIORITY
Enhance the Bailiwick's constitutional resilience	International Agreements and Conventions	Managing the effects of BREXIT; meet international standards
Ensure compliance with agreed international agreements/standards		
Seek opportunities for new beneficial arrangements		
Ensure customs agreement compliance		
Respond to and assist in shaping international tax standards	Substance, Taxation and Reporting	
Continue to meet economic substance requirements		
Meet the political commitments made to the EU in respect of assistance in collection of certain taxes		
Ensure ongoing alignment with the UK-EU Trade and Cooperation agreement (TCA)		
Implement Common Reporting Standards (CRS)/CRS v2		

WORK STREAMS	AREAS OF FOCUS	PRIORITY
Implement required operational border infrastructure	Borders	Managing the effects of BREXIT; meet international standards
Implement required customs and excise structure		
Ensure capacity and project support for border-related requirements		
GEMS development to achieve compliance with UK-EU Trade and Cooperation Agreement and new FTAs		
Implement required immigration and nationality service structure		
Maintain trade in goods	Trade Arrangements	
Maintain trade in services		
Maintain intellectual property protections		
Ensure compliance at the border with Trade and Cooperation Agreement (TCA) legislation		

The wide-ranging effects of the UK’s exit from the EU continues to impact the Island. The Trade and Cooperation Agreement (‘TCA’) is still being implemented by the UK, Jersey, Guernsey and the Isle of Man in respect of fisheries licensing. This has resulted in heightening tension between the UK and the EU. While the Bailiwick has adopted a different approach to licensing to that taken by the UK or Jersey, the Island

may not be immune to the effect of retaliatory measures threatened by the French Government should the tensions escalate further. In September 2021, the Bailiwick announced a roadmap to TCA fisheries licensing would be published on 1 December 2021, to take effect 1 February 2022, in order to provide clarity on the timescales being worked to and stability in terms of providing interim arrangements until licensing takes effect.

Further negotiations with the EU on the “extent and nature” of licensed activities and on replacement vessels will take place during 2022.

There are many practical issues post Brexit relating to trade that are also bedding in, including the additional paperwork and considerations when importing or exporting goods through the EU. New checks at Border Control Posts for agri-food goods, plants, animals and products of animal origin for the UK have been delayed until 2022. The Bailiwick is still working on a proportionate Border Operating Model in respect of checks for goods entering the Bailiwick from the EU and the rest of the world, which suits the individual needs of the Islands. This will require further design and implementation work during 2022. There will be further customs work required to meet FTA obligations including the possibility of establishing a single window to streamline processes for importers.

Negotiation on participation in UK trade agreements with other countries and trading blocs is ongoing. The UK has been including the Bailiwick in trade agreements, generally aligned with the established policy baseline of “goods only” with a view to extending these agreements for services and investment at a later date. The participation in any

UK trade agreement requires detailed compliance work and negotiation through the UK with the treaty partner. Any areas where compliance is not yet met will require policy and legislative work coordinated across the organisation to reach the required standards if Guernsey wishes to participate alongside the UK in these trading arrangements.

During 2021 there have been a number of international treaty developments which are relevant to the Bailiwick. At COP26 in Glasgow, the States attended as part of the UK delegation. At the event the UK Government and the Bailiwick reached an agreement in principle to extend the Paris Agreement to the Islands. This will be subject to the Islands’ domestic constitutional processes. In October the G20 agreed a package of international tax measures designed by the OECD to address the Tax Challenges Arising from the Digitalisation of the Economy. The implementation work of these measures is now under consideration. The Bailiwick continues to work towards the MONEYVAL assessment in 2023 and has been working on reporting on a number of international conventions including the UN’s Convention of the Rights of the Child, certain International Labour Organisation conventions as well as the UN’s International Convention on Economic, Social and Cultural Rights, amongst others.

PRIORITY 3 **DELIVERING RECOVERY ACTIONS**

WORK STREAMS	AREAS OF FOCUS	PRIORITY
<div>Invest in the finance sector</div> <div>Accelerate the digital economy</div> <div>Unlock enterprise</div> <div>Invest in the visitor economy</div> <div>Invest in nature and the natural economy</div>	Sustainable Economic Recovery	Delivering Recovery Actions
<div>Enable opportunities for regeneration</div> <div>Secure future energy requirements</div> <div>Secure transport connectivity and infrastructure</div>	Connectivity and Infrastructure	
<div>Promote education, skills and learning</div> <div>Meet housing needs</div> <div>Keep the Island safe and secure</div> <div>Promote responsive population measures</div> <div>Support healthy living</div> <div>Enable accessible and affordable 21st century health and care services</div>	Community Investment	

SUSTAINABLE ECONOMIC RECOVERY

Three of the five work streams established to deliver sustainable economic recovery feature in the Top Ten actions, and work is also progressing on the remaining two. Actions are being scoped to support on-island entrepreneurship and to attract off-island entrepreneurs to Guernsey with a framework of actions to be completed by Q1 2022. Considerable co-ordinated effort is being applied to support emerging economic opportunities such as the pharmaceutical industry with its foundation in medicinal cannabis, with the first licence issued on 23rd November under the recently agreed MOU with the UK.

Work on supporting and enabling innovation in fintech has been scoped, and a new tourism strategy is being developed which incorporates heritage, arts, sport and sustainability.

The new Director of Nature position funded through restructuring will support the development of work on the blue and green economy in 2022, which in turn will support the tourism strategy.

The air policy framework is now in place and actions from the framework are

being taken forward, for example on a route development investment strategy and the potential for the designation of Aurigny as a base carrier. Negotiations on a tripartite long-term operating agreement with Condor and Jersey continue, as well as other initiatives on investment in the fleet.

The work on the development agency policy letter is continuing and its establishment will support infrastructure investment, including in relation to the ports.

CONNECTIVITY AND INFRASTRUCTURE

Securing future energy requirements is the only work stream outside the Top Ten actions. The electricity strategy is at an early stage of consultation and at present is due to be finalised in 2022 and the focus on renewables in particular is more acute with an agreement in principle to extend the Paris Agreement to the Islands. The States of Deliberation have already resolved that all aspects of the extant statutory function for determining electricity prices and tariffs – but only that function – be transferred from the Guernsey Competition and Regulatory Authority to the States. Legislative drafting is now complete, as is a closed consultation.

COMMUNITY INVESTMENT

There is a high level of interdependency across the work streams in this area of focus. Most pressing outside the Top Ten actions is scoping the achievability and affordability for proposals identified within the justice framework and the review of primary care.

Any ongoing future operating costs resulting from either of these scoping exercises will be additional cost to government and are not currently identified for funding through the Funding & Investment Plan. The ongoing tax review is exploring how the States can raise tax at 24% of GDP to meet forecast structural deficient and this scoping work may identify unplanned additional cost pressures.

It is too early to provide updates other than to note that already it is clear that the phasing indicated under ‘keep Island safe and secure’ is likely to be under pressure for some adjustment, and there is an urgent need to understand the appetite and cost for change to the primary care regime.

Additionally, resource has been allocated to explore the options for alternative and non-punitive approaches to the possession and use of small quantities

of illegal drugs. The terms of reference for this work have been agreed and a cross-committee project board has determined its focus in order to achieve recommendations that can be considered by the States in 2022.

The Committee *for* Home Affairs is refreshing the Domestic Abuse Strategy and having established its approach for a pilot Sexual Assault Referral Centre (SARC), it will seek an advance of funding to launch the pilot in late 2022 rather than 2023.

The enabling and commencement Ordinances for the much anticipated and urgently required Capacity Law are being accelerated together with work to conclude and implement the Matrimonial Causes Law Reforms including the amendments to the Domestic Proceedings Law. This latter work will assist with on-going work to improve outcomes for children which has been identified as a Top Ten action.

Development of the education work plan for strategic investment in continuous improvement is progressing well and a better understanding of the resource requirements for the period 2022-2025 should be available for the GWP refresh debate. This will establish the immediate actions and currently unfunded resource



requirements to address education recovery in light of the pandemic and critical enabling activity centred on school improvement and strategic workforce planning and implementation. Medium-term actions will provide the groundwork

for addressing some of the wider determinants of health through further development of the curriculum, including areas such as literacy, numeracy and the supporting assessment policies.

PRIORITY 4 RE-SHAPING GOVERNMENT

WORK STREAMS	AREAS OF FOCUS	PRIORITY
<div>Enable the transformation of public services to meet 21st century requirements</div> <div>Establish commissioning infrastructure</div>	New Ways of Working	Re-shaping Government
<div>Sustain government finances</div> <div>Define future Bailiwick relationships</div> <div>Secure necessary evidence base</div> <div>Maintain essential infrastructure and systems</div>	Long-Term Sustainability	
<div>Enhance the operation of government</div>	Effective Government	

A critical addition to the delivery tools for this term of government will be the establishment and resourcing of commissioning infrastructure building on the work of the successful Commissioning Academy in 2018. The development of the Nature Commission is drawing on the success and learning from establishing the Health Improvement Commission,

and in 2022 the Domestic Abuse Strategy will also be operationalised through commissioning.

The critical Tax Review is progressing and the community will see lots of information in the coming months ahead of policy proposals being developed for debate in Q3 of 2022.



Public Service Reform continues with further property rationalisation and the digitalisation of front office government services progressing with preparation for the launch of MyGov.

The terms of reference and constitution for a sub-committee to review the machinery of government has been agreed, with the first meeting of the

sub-committee now having taken place. A policy letter regarding the introduction of simultaneous electronic voting in the Assembly is in preparation for submission in Q1 2022.



Read more at [Gov.gg/GWP](https://www.gov.gg/GWP)
