

**THE STATES OF DELIBERATION**  
**of the**  
**ISLAND OF GUERNSEY**

**POLICY & RESOURCES COMMITTEE**

GOVERNMENT WORK PLAN 2023-25  
policy, strategies and plans

The States are asked to decide:-

Whether, after consideration of the policy letter entitled 'Government Work Plan 2023-25: policy, strategies and plans' dated 18<sup>th</sup> August 2023, they are of the opinion:-

1. To agree the statements of work for three strategic portfolios for the duration of this political term and to direct the Committees of the States to prioritise their resources to progress accordingly:
  - Public service resilience, security and governance;
  - Housing, infrastructure and the economy; and
  - Sustainable health and care services.
2. To agree that housing supply and affordability is a critical enabler to each of the strategic portfolios and a main driver of cost of living pressures; and therefore to agree in principle that the States should be prepared to invest to facilitate regeneration of the Bridge through the development of housing and related flood defence work.
3. To direct the Policy & Resources Committee to identify an annual sum in the Funding & Investment Plan for future government work plans, based on the principles of proportionate legislation and efficient public service delivery.
4. To direct the Committee *for* Economic Development to prioritise its resources to discharge its responsibilities in accordance with its committee work plan in Appendix 4 that translates the requirements of the Government Work Plan where they engage its mandate, noting the funding provision in Appendix 10.
5. To direct the Committee *for* Education, Sport & Culture to prioritise its resources to discharge its responsibilities in accordance with its committee work plan in Appendix 5 that translates the requirements of the Government Work Plan where they engage its mandate, noting the funding provision in Appendix 10.

6. To direct the Committee *for* Employment & Social Security to prioritise its resources to discharge its responsibilities in accordance with its committee work plan in Appendix 6 that translates the requirements of the Government Work Plan where they engage its mandate, noting the funding provision in Appendix 10.
7. To direct the Committee *for the* Environment & Infrastructure to prioritise its resources to discharge its responsibilities in accordance with its committee work plan in Appendix 7 that translates the requirements of the Government Work Plan where they engage its mandate, noting the funding provision in Appendix 10.
8. To direct the Committee *for* Health & Social Care to prioritise its resources to discharge its responsibilities in accordance with its committee work plan in Appendix 8 that translates the requirements of the Government Work Plan where they engage its mandate, noting the funding provision in Appendix 10.
9. To direct the Committee *for* Home Affairs to prioritise its resources to discharge its responsibilities in accordance with its committee work plan in Appendix 9 that translates the requirements of the Government Work Plan where they engage its mandate, noting the funding provision in Appendix 10.
10. To direct the Policy & Resources Committee to take account of the costs for the work established in the Government Work Plan 2023-25 in Appendix 10 when setting the Annual Budgets for 2024 and 2025.
11. Notwithstanding the provisions of Rules 1(2) and 23, insert an Ordinary Meeting of the States on Wednesday 19<sup>th</sup> June 2024 where they will consider the States Accounts, a proposed order of priority for the drafting of significant items of legislation for the year ahead, and identification of States Resolutions which remain outstanding; and delete the Special Meeting on 18<sup>th</sup> June 2024 and the Ordinary Meeting on 3<sup>rd</sup> July 2024.
12. Notwithstanding the provisions of Rules 1(2) and 23, in the final year of the States' term, direct the Policy & Resources Committee to lay an 'End of Term' policy letter including:
  - i. its commentary on progress against the Government Work Plan in a 2024-25 Government Work Plan Monitoring Report;
  - ii. identification of States Resolutions which remain outstanding;

- iii. a proposed order of priority for the drafting of significant items of legislation for the year ahead; and
- iv. handover reports prepared by all Committees (which includes Authorities, Boards and other States' bodies) to apprise their successors of what are considered to be the main policy and operational challenges facing the Committee in the next term. This may include policy issues and extant Resolutions which the Committee either did not complete or could not prioritise during the term, but which they believe should be considered in the forthcoming term by their successor Committees. These reports must be prepared to a standard format reflecting the Government Work Plan and transmitted to the Policy & Resources Committee in time to be considered and published as appendices to its 'End of Term' policy.

**THE STATES OF DELIBERATION**  
**of the**  
**ISLAND OF GUERNSEY**

**POLICY & RESOURCES COMMITTEE**

GOVERNMENT WORK PLAN 2023-25  
policy, strategies and plans

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

18<sup>th</sup> August 2023

Dear Sir

**1. Executive Summary**

- 1.1 The Government Work Plan (GWP) was agreed in July 2021 against a backdrop of pandemic recovery and has very quickly had to adapt to unprecedented local, national and global challenges. The impacts of such rapid change are still having a significant effect on the cost of living and housing, the local economy including recruitment, government finances and many other areas.
- 1.2 In its mid-term reset, the Assembly in principle agreed three strategic portfolios for the remainder of this term subject to the Policy & Resources Committee setting out additional detail and funding proposals to ensure the Bailiwick's essential service, policy and infrastructure requirements are secure going forward. It further agreed that the Government Work Plan must be affordable and deliverable.
- 1.3 The Assembly also expressed grave concern at the continued pressure on housing supply and affordability which so significantly contributes to the increasing cost-of-living in the Island. It also recognised that addressing these issues will support the objectives of all three of the strategic portfolios. In response the Committee has:
- Sought to address these issues by actively supporting the regeneration of the Bridge through housing and associated flood defences; and



- Prioritised housing supply and affordability, and revised the presentation of the strategic portfolios to demonstrate the criticality of housing supply more overtly, see figures 1 and 2 while the work remains substantially the same in the Statements of Work.

1.4 The Policy & Resources Committee acts on behalf of the States as employer of the public service, and in that capacity it has been actively exploring all avenues to secure new key worker homes to relieve some pressure on the housing market; address recruitment challenges in competitive markets; and reduce high service delivery costs incurred by the use of agency workers. The Housing Action Plan (Appendix 12) published beside the GWP Monitoring Report for 2022-23 (Appendix 11) identifies two sites in St Peter Port that the States recently purchased for development by the Guernsey Housing Association specifically for key worker homes.

1.5 The committee work plans now presented at Appendices 4-9 for approval by the Assembly highlight activity within extant strategies and plans prioritised by Committees that they advise can be resourced for delivery in the remainder of the term. Funding requirements continue to be refined which has resulted in some movement since July and has been accommodated in the Funding & Investment Plan. Outline costs are summarised at figure 3 with more detail set out at Appendix 10. Through this approach, the States can now more readily understand the obligatory work of an independent jurisdiction in meeting both its own statutory and wider international compliance requirements, often on-going and frequently increasing the annual operating budget.

1.6 In agreeing a two-year plan with a full 'end of term' review, the States release some capacity at a time when it is most needed. Progress to date is presented in the appended GWP Monitoring Report.

1.7 The Policy & Resources Committee is also proposing that the States identify an annual sum in the Funding & Investment Plan for future government work plans, based on the principles of proportionate legislation and efficient public service delivery, and thereby the States are ensuring they can in the future deliver future mandatory work and maximise opportunities through to the point of consideration and funding by the Assembly.

## **2. Introduction**

2.1 The GWP is proving itself to be a valuable tool to assist the States as they seek to balance providing sustainable public services to a safe and secure community in the context of today's global pressures. The States are able to consider all the recommendations of their Committees, and their associated

cost, to establish work that focuses on longer-term strategic planning and progresses previously agreed strategies and plans, be that through legislation, changes to services or investment in infrastructure. Nevertheless the GWP's reporting has demonstrated that progress in delivery is sustained but often slower than anticipated, primarily because of pressing service delivery needs alongside continued external pressures which the same resources must respond to.

- 2.2 It has become clear that the GWP as it now stands is simply not deliverable in this political term; the financial and human resource requirements to service its many workstreams cannot fully be met. When considering this against the backdrop of cost of living challenges, economic uncertainty and international pressures, there appears to be no option other than to reset the GWP so it becomes a more achievable body of work for the remainder of the political term. This means re-scoping or reducing the number of actions, and rethinking how a reduced number of priorities can be delivered.
- 2.3 At their Special Meeting on 18<sup>th</sup> July 2023 the States deliberated on their 'Government Work Plan 2023-25: the mid-term reset'<sup>1</sup> under Rule 17(9) of the Rules of Procedure in order that they could consider the general principle of resourcing the government work that Committees advised was pragmatic, proportionate and necessary for the community and aligned with the previous decisions of the Assembly. Generally the Principal Committees that advise the States were supportive of the proposals engaging their mandates. The Propositions were carried with the States directing the Policy & Resources Committee to revert with more details and funding proposals.
- 2.4 Having reflected on the views of the Assembly the Policy & Resources Committee is bringing back amended proposals for the remainder of the term. These still address the most pressing matters established by the three strategic portfolios and also pragmatically progresses extant strategies and plans but with increased focus on housing.

### **3. The mid-term reset – matters arising**

- 3.1 In July this year the States agreed:

“The general principle of three strategic portfolios for the duration of this political term, and that the Policy & Resources Committee will revert to the Assembly no later than September 2023 with Committee work plans that deliver:

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<sup>1</sup> [Billet D'État XI, 2023](#)

- Public service resilience, security and governance;
- Plan for sustainable health and care services; and
- Grow economic competitiveness.

And to agree that the Policy & Resources Committee should take account of the associated costs, as far as is affordable, when recommending the Annual Budgets for 2024 and 2025.

That the Government Work Plan must be both affordable and deliverable and given that the costs for the delivery of States' extant and proposed strategies and services cannot be sustained, to note that the Policy & Resources Committee intends to revert to the Assembly no later than September 2023 with detailed funding proposals to ensure the Bailiwick's essential service, policy and infrastructure requirements are secure going forward."

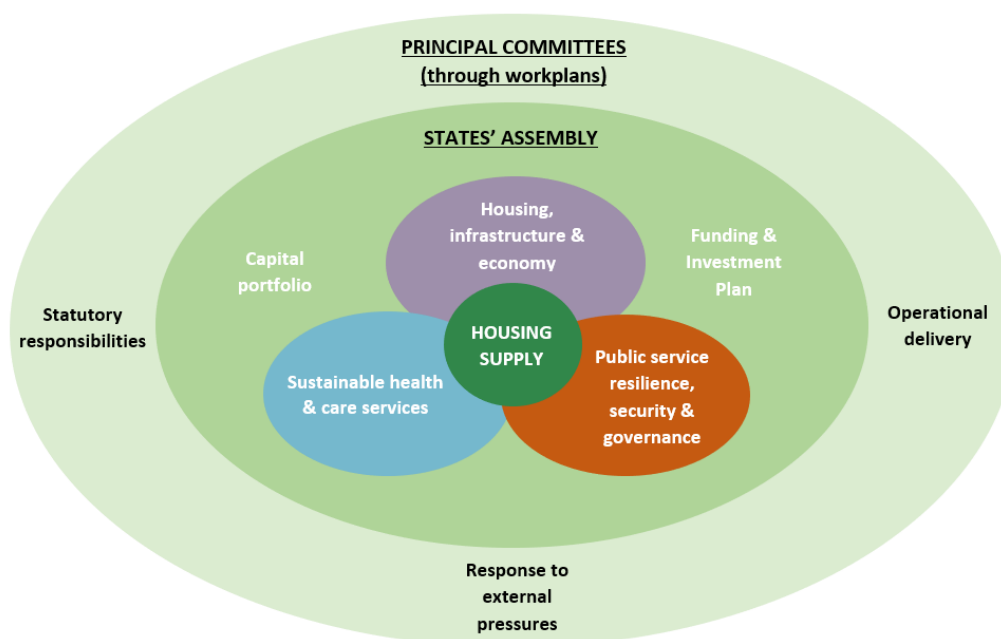
- 3.2 These two Resolutions will be discharged through policy letters for consideration at the States Meeting to be held on 18<sup>th</sup> October 2023.
- 3.3 This policy letter brings the additional detail as directed, by translating the three strategic portfolios into committee work plans. It also responds to the two major strategic issues central to the July debate: housing and the cost of living.
- 3.4 The funding and financing considerations are brought forward by the Policy & Resources Committee in the Funding & Investment Plan.

*Addressing housing supply and affordability*

- 3.5 Housing supply and affordability is a critical enabler in all three strategic portfolios. Without doubt, this remains the most pressing issue for this Assembly alongside the resilience and affordability of public services. Increased housing supply will support the delivery of public services by providing accommodation for key workers; it will help to mitigate against the cost of living by providing more affordable housing; and it will support economic growth and competitiveness.
- 3.6 The Committee *for the Environment & Infrastructure* has published 'The Guernsey Housing Plan'. The GWP identifies the funding requirements necessary for the first tranche of activity. It also recommends progression of phase 1 implementation of the General Housing Law (the landlord register and inspections) which it is advised will become self-funding in 2025 through fees and charges after the first year of implementation costs. It stops there, however, because funding provision cannot readily be made for decisions not yet made by the Assembly on the outcome of work not yet commenced.

- 3.7 The States have already invested in more land for development by the Guernsey Housing Association. Data on the use of States land has also been published Appendix 12 as directed by the States alongside the GWP Monitoring Report in Appendix 11.
- 3.8 The States have not yet been able to agree on the regeneration of the harbours, but work is now progressing on the local planning brief for the area of St Peter Port and St Sampson’s harbours, and the Guernsey Development Agency has been formally established. The Policy & Resources Committee is progressing discussions with interested parties on regeneration plans for St Sampson’s in particular. On-going due diligence and assurance progresses, with the intention of bringing proposals to the Assembly with a challenging target to publish in November for the December 2023 States Meeting.
- 3.9 The criticality of addressing housing supply and affordability is reflected in the figure 1 graphic that presents the revised GWP - three strategic portfolios alongside the capital portfolio and Funding & Investment Plan.

Figure 1: The Government Work Plan 2023-25



*Cost of Living*

- 3.10 The last few years have brought unprecedented challenges to jurisdictions around the globe and Guernsey has been no exception. The impacts of the COVID-19 pandemic and associated lockdowns, Brexit demands and the conflict in Ukraine remain. These challenges combined have led to high inflation rates which have had a material impact on the affordability of basic goods for islanders which the States cannot directly influence.

- 3.11 The local economy has been resilient through the pandemic, Brexit and its related demands, and has been to an extent sheltered from the most extreme inflationary impact of the conflict in Ukraine because of the long-term pricing arrangements in place for the supply of electricity. However, these cost pressures will reach Guernsey and although inflation has begun to recede in the first half of this year and is forecast to reduce through 2023 and into 2024, it is expected to take until late 2024 to return to previous levels - slightly longer than initially hoped. Energy security and in particular the long-term policy for the generation and supply of electricity is a critical concern for this political term not least because of its impact on all islanders and their cost of living.
- 3.12 These factors sit within a local context which could be described as a demographic timebomb - an ageing population with an increasing dependency ratio, a decreasing workforce, housing supply pressures, and a lowering fertility rate - compounding the impact of the increasing cost of living. These are issues the States can and should be seeking to mitigate to help islanders. The Assembly's Plan has been reset with these pressures in mind with its focus on housing, education and skills, health and social care, and economic resilience through energy security, trade agreements and compliance.
- 3.13 The full tax package as presented in early 2023 included the reform of social security contributions and the introduction of a lower rate of income tax for earnings up to £30,000 to make the tax system more progressive, partly funded by a Goods and Services Tax which would either be set at 6% with food excluded or 5% with food included. It was carefully constructed and sought to lower the tax burden on lower and middle income households directly, ensuring they benefited significantly from the changes in a manner that also mitigated some of the cost of living pressures being felt.
- 3.14 In common with all other proposals brought forward by Amendments at the time, it was not successful. Nevertheless, the Committee continues to believe it is a targeted and progressive proposal that supports the more vulnerable directly and indirectly, as it restores sustained government funding for critical infrastructure and services on which they rely. It would also secure some continued support for commissioned services in the community without impacting the finance sector as the Island's economic engine - its main competitors already have consumption based taxation and comparable standard rate income tax regimes, although not all offer the suggested enhanced package for lower and middle income earners which would provide a competitive advantage.

3.15 The Tax Review debate amplified the many financial challenges that government is facing against this backdrop of an increasing cost of living and resistance to changing the tax base. Neither the community nor its government wants to see the standard of living eroded and the Committee is working hard with all Committees of the States to minimise the impact by working through the directions it was given by the Assembly for cost saving and revenue raising through transport taxes, tourism levies and corporate taxation.

#### **4. Government Work Plan 2023-25: policy, strategies and plans**

4.1 The Policy & Resources Committee has been consistently of the view that the actions of government need to be focused and co-ordinated, ensuring that its limited resources are directed to deliver a safe, prosperous and sustainable future. It presented three strategic portfolios for the remainder of the term which were agreed in principle in July. As referred to previously, the Assembly did however call for greater focus and effort on housing.

4.2 The supporting statements of work for each portfolio are set out for consideration at Appendices 1, 2 and 3. Each describes the problems to be addressed and their drivers, and identifies the areas to be explored this term by accountable committees. The delivery of the three portfolios rests with those Committees with engaged policy and operational mandates and will be co-ordinated, facilitated, monitored and reported by the Policy & Resources Committee. The statements of work have been translated into committee work plans (Appendix 4-9) which the States are invited to endorse as the mechanism by which each committee will be held to account.

4.3 The costs relating to strategic policy development and implementation for this political term have been updated in the Funding & Investment Plan. However a funding and resource gap remains in that it is not possible to make provision to take forward the recommendations that will come from the activity within the GWP, especially for multi-year plans. Active 8 is an example of decisions of a previous Assembly with respect to a ten-year plan that was funded only for three years which can only be part funded now.

4.4 Nevertheless the States must ensure government financing is available to undertake the most critical of emerging work and continue with over-arching strategies and plans where practicable. The States are asked to consider directing the Policy & Resources Committee to work within an agreed annual sum in the Funding & Investment Plan for future government work plans, based on the principles of proportionate legislation and efficient public service delivery. Such plans and funding would address development and one-off implementation of critical actions. However proposals coming

forward with service changes that increase baseline funding requirements are going to be exceptionally challenging to realise and will have to remain subject to individual decisions of the States to determine in the context of the day.

Figure 2: Strategic portfolio headlines



*Public service resilience, security and governance*

4.5 In the 2021 Government Work Plan<sup>2</sup>, it was recognised that meeting the current and future needs of the Islands requires a coordinated and focused administration. The States need to work in effective partnership with other jurisdictions, businesses, the third sector and community groups; collect and use revenue wisely; carefully maintain essential Island infrastructure; and organise and deliver public services centred on, and accessible to, the people who use them.

4.6 Economic uncertainty, the ageing population, emerging climate challenges, historical under-investment in digital, public infrastructure, and rapid technological developments have all created an uncertain operating environment for government. Without investment to ensure that public services are in a stable and resilient position the Island and wider Bailiwick will miss out on opportunities and risks to service delivery will likely escalate.

<sup>2</sup> [Government Work Plan 2021-2025, Billet d'État XV, 2021](#)

- 4.7 The States' funding shortfall is forecast to rise to over £100m per year by 2040. At the 2023 Tax Review debate<sup>3</sup>, the States agreed that the longer-term financial position of the States of Guernsey is unsustainable and effective measures must be implemented in a staged approach to mitigate the challenges. The Committee remains of the view that the Resolutions it is now discharging as a consequence will not provide the platform necessary to fund current public services.
- 4.8 Without growth in revenues, operational change and cost reduction, the public service will be without the finances necessary to meet the Bailiwick's needs resulting in increasing vulnerability to critical failures. A resilient and secure public service needs to be re-prioritised and resources appropriately as it is becoming an increasingly urgent matter for the whole of the States.

#### *Sustainable health and care services*

- 4.9 Guernsey's health and care provision has become progressively unsustainable. The States need to adapt their delivery model to mitigate the impact of increasing demand, reduced service resilience, and minimise service risk for the population. An ageing population, competitive resource environment, and high user expectations mean that, if there is no change, the health and care system will put increasing pressure on public sector finances and is likely to reduce in quality and accessibility. While cost increases are hard to predict, it is expected that, without change, health and social care services will cost at least £45m per year more in 2040, and long-term care costs will increase by more than £17m over the same period.
- 4.10 The same resource and cost pressures that impact the ability of the health and care system to meet increasing demand will challenge our capacity to deliver change. Expert advice is required to successfully evaluate and progress options, and this commonly draws on staff otherwise delivering services. Establishing a dedicated portfolio is the start to progressing this work already an extant policy direction of the States set out in the Partnership of Purpose.

#### *Housing, infrastructure and the economy*

- 4.11 Guernsey must continue to invest in economic competitiveness and core infrastructure to support economic growth, with a focus on housing, essential infrastructure, supporting the finance sector, digital connectivity and data security, skills, entrepreneurial growth and innovation, transport connectivity and the visitor economy. The local economy has been impacted by COVID-19, post-Brexit demands and the increasing criticality of

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<sup>3</sup> [The Tax Review: Phase 2, Billet d'État III, 2023](#)



international trade agreements. Additional concerns are the Island's increasing dependency ratio due to an ageing population, housing availability and cost, and the need to upskill the current and future workforces.

- 4.12 In 2018 the States agreed a number of actions through the States of Guernsey Economic Development Strategy. The majority have since been re-affirmed through the various iterations of the Government Work Plan, but the work of this strategic portfolio will also set out a revised economic development strategy.

#### *Obligatory activity*

- 4.13 As an independent jurisdiction the Island must have a comparable and aligned legislative framework with other jurisdictions. For example, immigration and border controls need to be aligned with Guernsey's membership of the Common Travel Area; the Trade and Co-operation Agreement and new trade agreements bring policy, regulatory and operational obligations as well as opportunities; and international competitiveness is dependent on demonstrably meeting international standards across areas such as tax co-operation, economic substance and anti-money launder/combating the funding of terrorism. This 'jurisdictional compliance' is ongoing and requires officer resourcing and also funding to ensure operational process and infrastructure is in place.

#### *Extant policy, strategies and plans*

- 4.14 The States have social, environmental and economic policies and strategies in place that remain extant in perpetuity unless rescinded or revised. These generally establish public policy principles leading to legislation, new services and securing matters of compliance. These are generating some of the underlining capacity pressures and increases in cost and it rests with the Assembly to determine what work must continue and what should be phased or deferred. Critically these extant commitments and their legacy operating costs leave very little capacity to resource a response to emerging issues which is a source of tension and compromise for Principal Committees.

### **5. Matters deferred for the next Assembly**

- 5.1 During the course of preparing the committee work plans, each Principal Committee has met with the Policy & Resources Committee and considered the work that can be continued or completed and the work that will be challenging to deliver this term. The Committees are, or have already advised, the States that the following would have to be deferred due to the volume of more urgent work established by the GWP. This list does not at this stage include scheduling for all extant Resolutions, which remain

numerous, so the Committee intends to progress another substantial Resolutions review with Committees in support of their handover reports, forming part of the GWP in 2025. Significant matters currently actively deferred due to capacity and/or funding constraints include but are not limited to:

- Medicines Law
- Public Health Law
- End of life care
- MRI scanner requirements review
- Improve access to personalised health and care information
- Review the legal status of cannabis
- Membership of Global Island Partnership (GLISPA)
- Review wildlife and habitat legislation
- Commence policy review for new Island Traffic Law
- Third party planning appeals
- Direct additional investment in tourism
- Review of the delivery of primary education
- Development of policy and introduce Phase 2(B) of the Discrimination Ordinance: Equal Pay for Work of Equal Value
- Progression of review of health and safety legislation to the Assembly
- Review of the purpose and need for industrial medical benefit
- Consideration of further employment protection measures such as contractual redundancy provision
- Updating Regulation of Investigatory Powers Law (RIPL)
- Updating Police Powers and Criminal Evidence Law (PPACE)
- Sentencing Review
- Repeal and replace Fire Law
- Develop possession strategy – illegal drugs

## **6. Funding**

- 6.1 In July the Assembly supported the general proposals in the GWP. Since then work has continued on the funding and financing of States of Guernsey's planned work and this has included the continued refinement of the costs estimated to bring new and revised policy recommendations to the States; the delivery of mandatory activity; and further implementation of extant strategies and plans within operational and financial constraints.
- 6.2 The more significant changes have been with respect to implementing the Capacity Law – adult advocacy, and the costs to develop the local planning brief for the harbours and its associated planning inquiry, previously identified within a capital vote. These changes are summarised at a high level

below in figure 3 as an extract from the Funding & Investment Plan and provided in more detail in Appendix 10.

Figure 3: Summary of GWP costs

All in £'000	2022	2023	2024	2025	Total 2023 - 2024
<b>2022 FIP Update</b>	<b>7,289</b>	<b>11,278</b>	<b>9,504</b>	<b>8,186</b>	
<i>Funding released</i>	2,427	7,610	5,777	4,722	
<b>Funding not yet released</b>	<b>4,862</b>	<b>3,669</b>	<b>3,728</b>	<b>3,465</b>	<b>10,861</b>
<b>2023 GWP Reset: existing initiatives</b>		2,091	4,232	3,918	<b>10,240</b>
<i>Reduction (increase) against funding not yet released</i>		1,578	(504)	(453)	621
<b>2023 GWP Reset: new initiatives</b>		400	2,524	2,532	<b>5,456</b>
<b>Total 2023 GWP Reset</b>		<b>2,491</b>	<b>6,756</b>	<b>6,450</b>	<b>15,696</b>
<i>Reduction (increase) against funding not yet released</i>		1,178	(3,028)	(2,985)	(4,835)

- 6.3 The Committee wishes to stress that the forecast costs set out in this policy letter are those submitted by Committees as being required and are best estimates at the time of preparation. There will be appropriate review and challenge undertaken prior to any funding being recommended or released including whether any reasonable reductions can be achieved and to ascertain value for money. It will be important that this work is undertaken and therefore the costs should be considered provisional at this stage and should not be assumed to be budgets available if this policy letter is approved.

*Active 8: A Plan for Sport*

- 6.4 The Committee for Education, Sport & Culture wrote to the Policy & Resources Committee on 11<sup>th</sup> August 2023 requesting additional funding for Active 8, a ten-year plan for sport funded by the previous Assembly for only the first three years.
- 6.5 This revised request now brings the total funding requirement to £2.1m over seven years; £300k per annum from £82k per annum, other than 2024 for which funding was estimated at £124k. This is an increase of £1.48m over the remaining seven years of the life of Active 8 compared to the current Funding & Investment Plan costings considered in principle by the Assembly.
- 6.6 The Policy & Resources Committee acknowledges the benefits of sport and early intervention in developing healthy lifestyles as established by the States' extant 'Health in all Policies'. It also noted the general support to invest in sport that States Members expressed during the GWP debate in July,

close as it was to a highly successful Island Games; and it also agrees with Committee *for* Education, Sport & Culture that as the Active 8 plan was agreed by the States in the previous term it should be reviewed in order to ensure that it is fit-for-purpose.

- 6.7 Nevertheless such a review with stakeholders including the Guernsey Sports Commission and the Health Improvement Commission can be undertaken within current resourcing and the funding limit previously requested. On this basis no additional funding provision has been made at this time.

## **7. Next steps**

### *Discharging Resolutions*

- 7.1 Through their planning process led and co-ordinated by the Policy & Resources Committee, the States have organised the work of their committees according to available resources and funding, as far as was practicable, which has included evaluating those extant Resolutions not yet discharged and the order in which they would progress enacting agreed policy into Law.

- 7.2 The Principal Committees have revisited their commitments annually; and again this year re-evaluated, rephased and rescoped which in July 2023 resulted in the States accepting recommendations that identified the quantum of outstanding Resolutions and agreed those proposed for rescission. This monitoring of Resolutions will continue, and the Policy & Resources Committee will bring the annual status update in 2024 based on the information shared by States Committees.

### *Prioritising legislation*

- 7.3 The Committee notes with concern that it has been unavoidable for major reviews of important legislation to be deferred and under the current financial constraints considers it unlikely that additional resource can be afforded. It will therefore be necessary for Committees to prepare sufficient handover reports for successor Committees in order that at the start of the next political term this work can again be considered for priority resources in the context of the pressures of the day. Meanwhile, the Committee continues to lead the prioritisation process moving policy into law and works closely with the legislative drafting team in St James' Chambers to progress the will of the States.

- 7.4 When considering the Schedule in July the States highlighted the lengthy delays to some pieces of legislation which was of considerable concern. In some cases this has been unavoidable given the pressure to enact necessary

legislation to support compliance with international agreements, and while there are individual reasons behind some other delays, a general observation is that legislation will only progress when the sponsoring Committees ensure that officers have the capacity to support the process.

### *Monitoring delivery*

- 7.5 The GWP is the Assembly's Plan. Notwithstanding, the Plan, the Policy & Resources Committee's leadership in policy planning, and its wider mandate, is explored by the Scrutiny Management Committee several times each year. The next public hearing will be in the final quarter of 2023.
- 7.6 The States publish a monitoring report that sets out progress in delivering the actions in the GWP. The most recent is attached at Appendix 11. The reporting has demonstrated that progress in delivery is sustained but often slower than anticipated, primarily because of pressing service delivery needs alongside continued external pressures as already discussed.
- 7.7 The overall outcomes are monitored in the Better Life Indicators report, to be next published in the final quarter of 2023, which provides an overall impression of quality of life in Guernsey compared to other jurisdictions using internationally comparable indicators established by the Organisation for Economic Co-operation and Development (OECD).
- 7.8 In the final year of this States' term the Policy & Resources Committee will lay an 'End of Term' policy letter, subject to the decision of the Assembly on Proposition 12, including:
- Its commentary on progress against the Government Work Plan in a 2024-25 Government Work Plan Monitoring Report;
  - Identification of States Resolutions which remain outstanding;
  - A proposed order of priority for the drafting of significant items of legislation for the year ahead; and
  - Handover reports prepared by all Committees (which includes Authorities, Boards and other States' bodies) to apprise their successors of what are considered to be the main policy and operational challenges to be faced in the next term. This may include policy issues and extant Resolutions which either are not completed or could not be prioritised during the term but which they believe should be considered in the forthcoming term by their successors.

## **8. Conclusion**

8.1 In the Tax Review debate in February 2023, the States agreed that the longer-term financial position of the States of Guernsey is unsustainable, although no agreement was reached on any of the proposed packages. The States resolved:

“To agree that the longer-term financial position of the States of Guernsey is unsustainable and effective measures must be implemented in a staged approach to mitigate the challenges, particularly those arising from an ageing demographic with increased health and care needs, requiring:

- I. delivery of expenditure restraint, savings and revenue raising;
- II. the identification of a longer-term vision for Guernsey and an accompanying economic, social and environmental model;
- III. the consideration of alternative funding models for capital projects;
- IV. the development and delivery of revised health and care models;

and to agree that the work associated with this issue is a very high priority for government and resources need to be re-prioritised accordingly.”

8.2 The GWP encompasses all the work of government which is being considered by the States across a number of policy letters. The first considered the legislative programme which was prioritised for the coming year in July 2023. Next is determining the priority policy development and implementation requirements including mandatory matters of compliance together and the continued programme implementing extant strategies and plans. The final component is considering the capital investment and financing options required to maintain infrastructure and support wider priorities.

8.3 The Committee has devoted considerable time and resource to the above direction from the States, with this policy letter responding directly to (IV). With immediate issues such as sustainable financing and housing supply and affordability to be tackled this term, the work on determining a longer-term vision (II) will be concluded by the end of the term for endorsement by the successor Assembly in determining its Plan for the term.

8.4 As set out in figure 1, it is imperative that as government, the States put their resources into collaboratively focusing on the most urgent matters for the community that will also underpin the longer-term success of the Island. These continue to be priorities within the strategic portfolios and include a continued direct investment in a diverse range of industry sectors to keep our economy confident and buoyant.

## **9. Compliance with Rule 4**

9.1 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.

9.2 In accordance with Rule 4(1):

- a) The Propositions contribute to the States' objectives and policy plans by discharging the policy planning requirement set out in Rule 23 of The Rules of Procedure of the States of Deliberation and their Committees.
- b) In preparing the Propositions, consultation has been undertaken with all Principal Committees and all States' Members.
- c) The Propositions have been submitted to His Majesty's Procureur for advice on any legal or constitutional implications.
- d) The financial implications are set out in Appendix 10 and are provided for in the Funding & Investment Plan.

In accordance with Rule 4(2):

- a) The Propositions relate to the Committee's mandate to co-ordinate the States' strategic planning process.
- b) The Policy & Resources Committee, pursuant to its mandate to coordinate the work and priorities of the States of Deliberation, unanimously presents three strategic portfolios resulting from the reset of priorities undertaken by the Principal Committees of the States, and other policy development and implementation matters, further to their endorsement by the States at their Special Meeting on 18<sup>th</sup> July 2023.

Yours faithfully

PTR Ferbrache  
President

MAJ Helyar  
Vice President

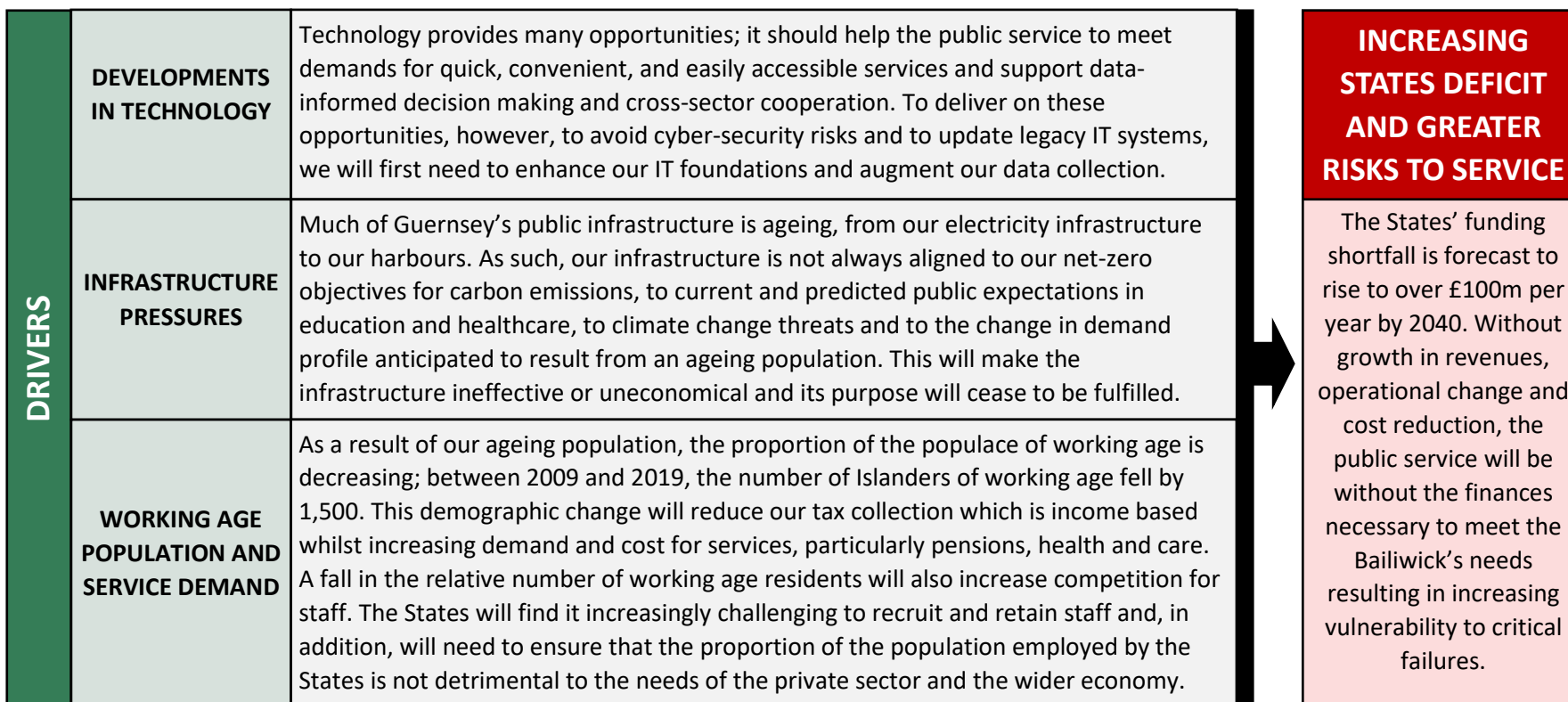
JP Le Tocq  
DJ Mahoney  
RC Murray

**STRATEGIC PORTFOLIO: MAINTAIN PUBLIC SERVICE RESILIENCE, SECURITY & GOVERNANCE**

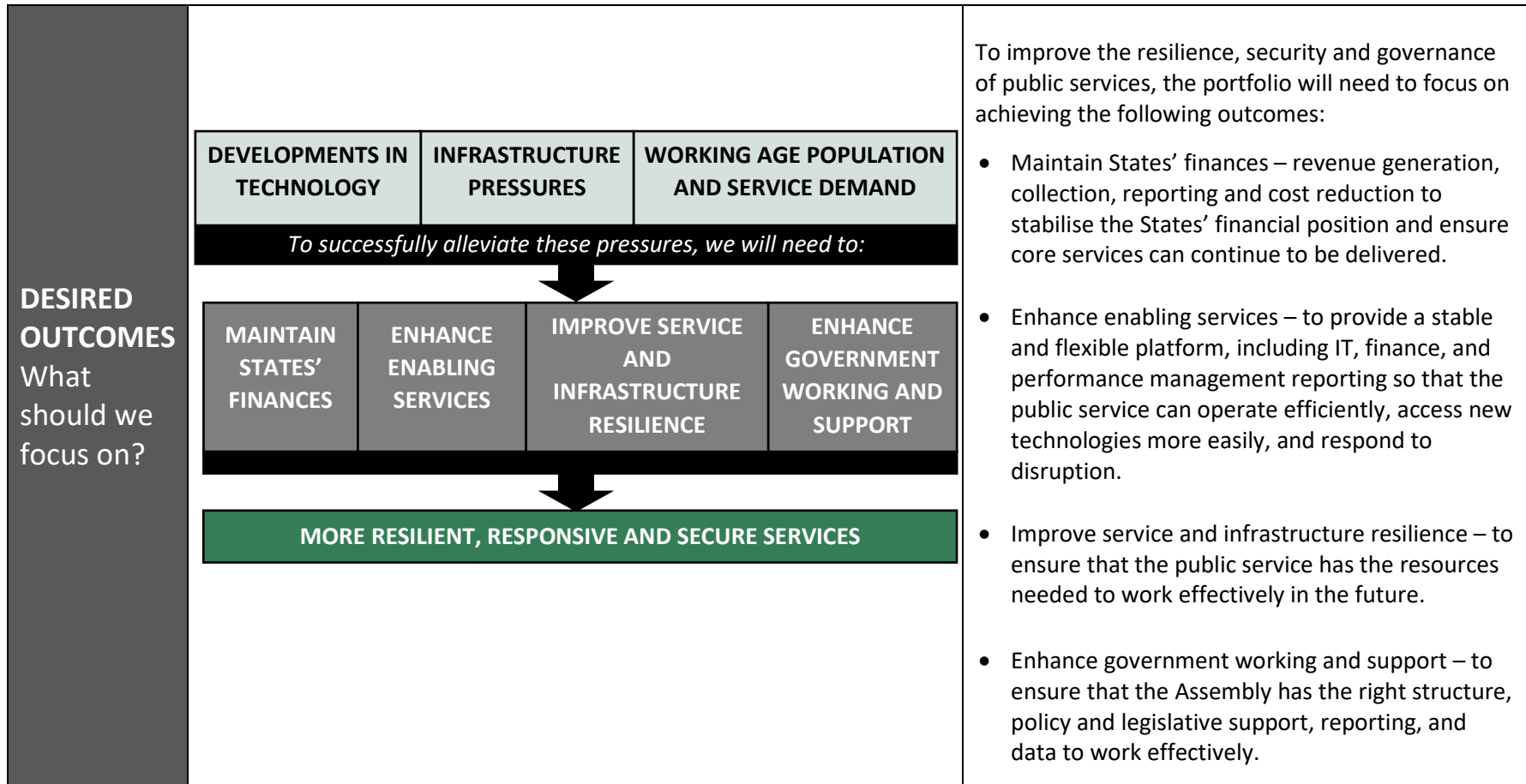
Guernsey’s government needs to ensure robust daily public services that respond effectively to the unexpected.

**THE PROBLEM - Why do we need to act?**

Economic uncertainty, the ageing population, climate change, under-investment and rapid technological development have all created an uncertain operating environment for government. Without investment to ensure that public services are in a stable and resilient position, the Island will miss out on opportunities, and risks to service delivery will likely escalate.







<b>THE SCOPE</b> What work has been prioritised?	<p>In the 2021 Government Work Plan<sup>1</sup>, it was recognised that meeting the current and future needs of the Island requires a coordinated and focused administration. The States need to work in effective partnership with other jurisdictions, businesses, the third sector and community groups, collect, report and use revenue wisely, carefully maintain essential Island infrastructure, and organise and deliver public services centred on, and accessible to, the people who use them.</p> <p>These objectives need to be re-prioritised and taken forward in the current financial context. At the 2023 Tax Review debate<sup>2</sup>, the States agreed that the longer-term financial position of the States of Guernsey is unsustainable and effective measures must be implemented in a staged approach to mitigate the challenges. The workstreams have been identified as priorities to progress this term in the current context.</p>		
	<b>Workstream</b>		<b>Committee</b>
	<b>Delivery model –</b> workstreams to change how we provide public services.	IT resilience	P&RC
		Strategic workforce planning	P&RC
		Bailiwick relationships	P&RC
		Machinery of government	P&RC / SACC
	<b>Investment in infrastructure –</b> workstreams to ensure infrastructure supports public service delivery model.	Key Worker Housing for public sector	P&RC / ESS / E&I
		Sequencing build with construction sector capacity as part of delivery of capital portfolio	P&RC
	<b>Sustainable public finances–</b> workstreams to ensure funding mechanisms support desired delivery model.	States’ revenues	All (P&RC coordination)
		Strategic workforce planning including cost of public services	All (P&RC coordination)

<sup>1</sup> [Government Work Plan 2021-2025, Billet d’État XV, 2021](#)

<sup>2</sup> [The Tax Review: Phase 2, Billet d’État III, 2023](#)

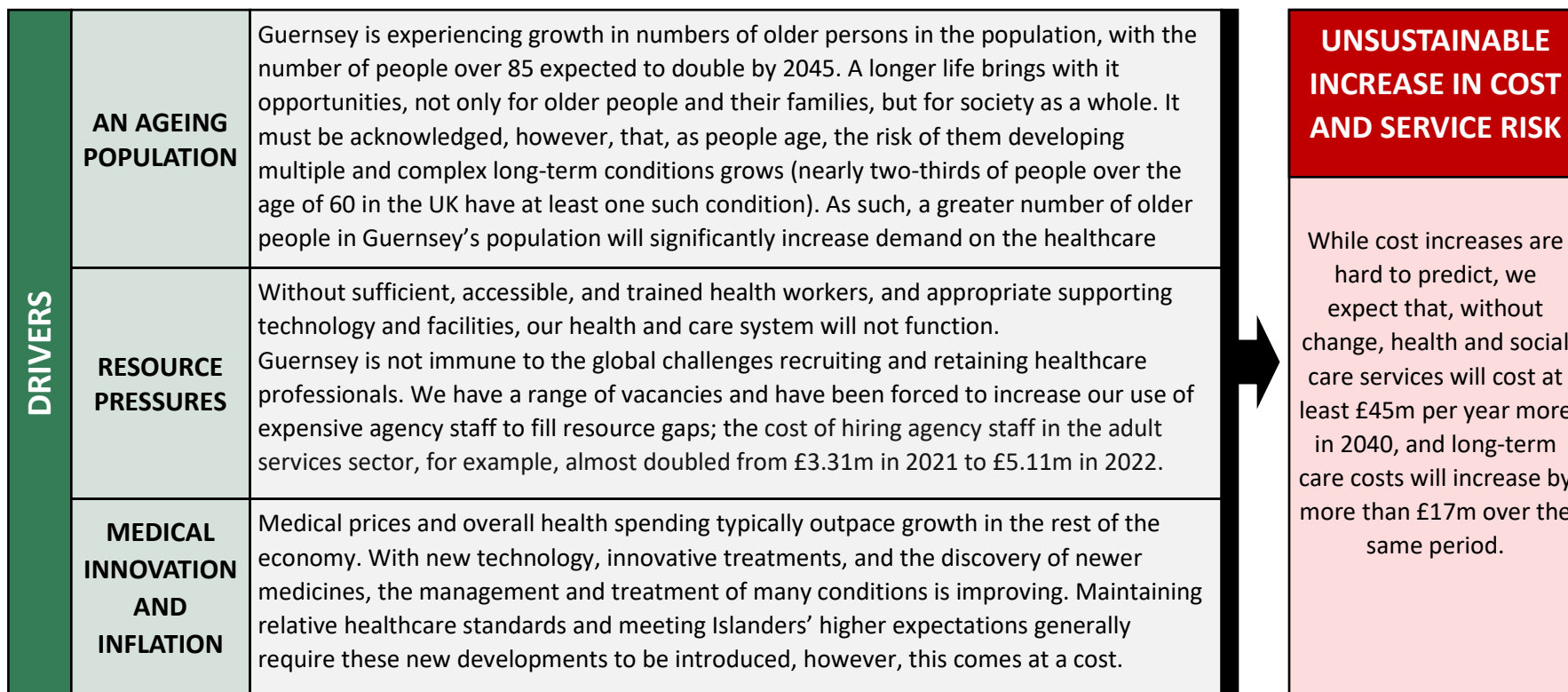
	<b>Regulation and Service Quality</b> – workstreams to ensure appropriate service quality is maintained, and regulatory and international obligations are met.	IPSAS – obligatory compliance with States Resolution	P&RC
		General Election 2025	HA/SACC
		Proportionate and pragmatic legislative programme (discharging requirement of Rule 23)	All (P&RC coordination)
<b>CHALLENGES</b> What might constrain our work?	<b>Finances</b>	We have limited capital and revenue funding available to support our actions. We will need to ensure that financial resources are focused where they are most needed, and plan for future funding requirements.	
	<b>Construction Services and Costs</b>	Guernsey has limited capacity in the construction sector. This has the potential to constrain the amount of infrastructure activity which can be carried out on the Island at any one time.	
	<b>Human Resources</b>	In many cases the same people will be needed across multiple projects and to deliver business-as-usual services. Careful planning will be required to ensure limited resources are focused on key outcomes.	
	<b>Interdependent Projects</b>	Enhancement of enabling services will need to consider and inform wider plans in the States. Changes will need to be phased to support key strategic projects.	
	<b>Island Economy</b>	Action in the public service will need to take account of its impact on the wider Island economy. Measures to increase staff recruitment, bring forward building works, etc. cannot unduly impact the success of key sectors in the Island.	

## STRATEGIC PORTFOLIO: SUSTAINABLE HEALTH AND CARE SERVICES

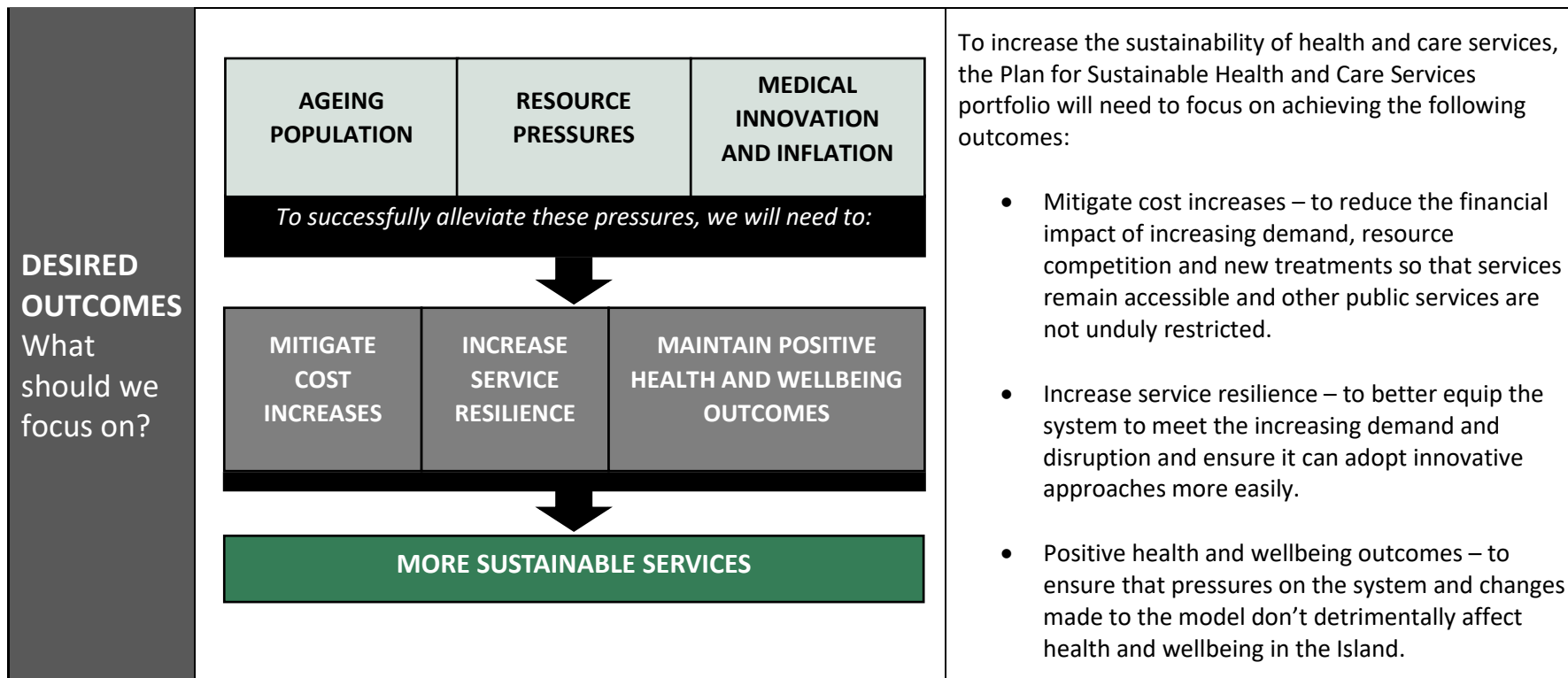
Guernsey’s health and care provision is becoming increasingly unaffordable. We need to adapt our delivery model to mitigate increasing demand, increase service resilience, and minimise service risk for the population.

### THE PROBLEM - Why do we need to act?

An ageing population, competitive resource environment, and high user expectations mean that, if there is no change, the health and care system will put increasing pressure on public sector finances and is likely to reduce in quality and accessibility.



*The pressures on health and care have been exacerbated by the pandemic*



<b>THE SCOPE</b> What work has been prioritised?	<p>The States have already agreed to a <a href="#">process of transformation in the Bailiwick's health and care services</a> and has commenced work on the <a href="#">Supported Living and Ageing Well Strategy</a>, the <a href="#">Children Law</a> and <a href="#">Health and Care Regulation</a><sup>1</sup>. Transformation objectives have been based on 10 key aims which will shape how we achieve the desired outcomes; prevention, user-centred care, fair access to care, proportionate governance, direct access to services, effective community care, focus on quality, a universal offering, partnership approach and empowered providers and integrated teams.</p> <p>The prioritised workstreams are included below. Additional workstreams are included in the Maintain Public Service Resilience, Security and Governance and Grow Economic Competitiveness portfolios which support the journey towards more sustainable health and care services, particularly efforts to increase the availability of Key Worker Housing, education services to support upskilling and reskilling in health and care and allied professions, support the recruitment and retention of health and care workers and address the existing waiting list pressures.</p>		
	<b>Workstream</b>		<b>Committee</b>
	<b>Delivery model –</b> workstreams to change how we provide health and care services to mitigate costs, improve service resilience and enhance service quality.	Future model of healthcare delivery	HSC
		Future model of community care delivery	HSC/ESS/P&RC
		Primary Care - aids and adaptations	HSC/ESS
		Progress integrated health and care service delivery in Alderney	P&RC/HSC
		Continue implementation of the Capacity Law	HSC
		Articulate the Universal Offer	HSC
<b>Funding options –</b> workstreams to consider the funding options for delivery changes.	Review of possible funding mechanisms as they relate to the desired/updated delivery model	P&RC/HSC	

<sup>1</sup> A Partnership of Purpose: Transforming Bailiwick Health and Care, Billet d'État XXIV, 2017, Supported Living and Ageing Well Strategy: Extending the Life of the Long-Term Care Scheme, Billet d'État XVI, 2020. Supported Living and Ageing Well Strategy, Billet d'État III, 2016, Review of the Children Law and Outcomes, Billet d'État XVII, 2022, Health and Care Regulation in the Bailiwick, Billet d'État III, 2019

	<b>Regulation and Service Quality</b> – workstreams to ensure that appropriate service quality is maintained.	Implement proportionate healthcare regulation – phase 1 community care	HSC
		Implementation of Phase 1 Children Law review	HSC
		Adoption Law drafting and enactment	HSC
<b>CHALLENGES</b> What might constrain our work?	<b>Human Resources</b>	The same resource and cost pressures that impact the ability of the health and care system to meet increasing demand will challenge our capacity to deliver change. Expert advice is required to successfully evaluate and progress options, this commonly draws on staff otherwise working on the front lines. It is vital that work is appropriately prioritised and scheduled to ensure that we can make workforce plans and source human resources to deliver key work.	
	<b>Financial Pressure on the Population</b>	When evaluating options for the future of the health system, the current cost of living issues and pressure on households will need to be considered.	
	<b>Interdependencies</b>	The workstreams in the portfolio will need to progress alongside, and in the context of, wider changes to the public service model to balance resource needs and maximise the impact of change.	
	<b>Associated Strategic Objectives</b>	Action on in the health and care system will need to take into account the States’ other strategic goals, such as the +300 population indicator and the drive to diversify the Island’s economy.	
	<b>Enabling Services</b>	Options for health and care will need to consider the availability of enabling services and data in the States, such as means testing capacity and wider data collection and sharing, in order to manage the feasibility and administration cost of any options.	

## STRATEGIC PORTFOLIO: HOUSING, INFRASTRUCTURE AND THE ECONOMY

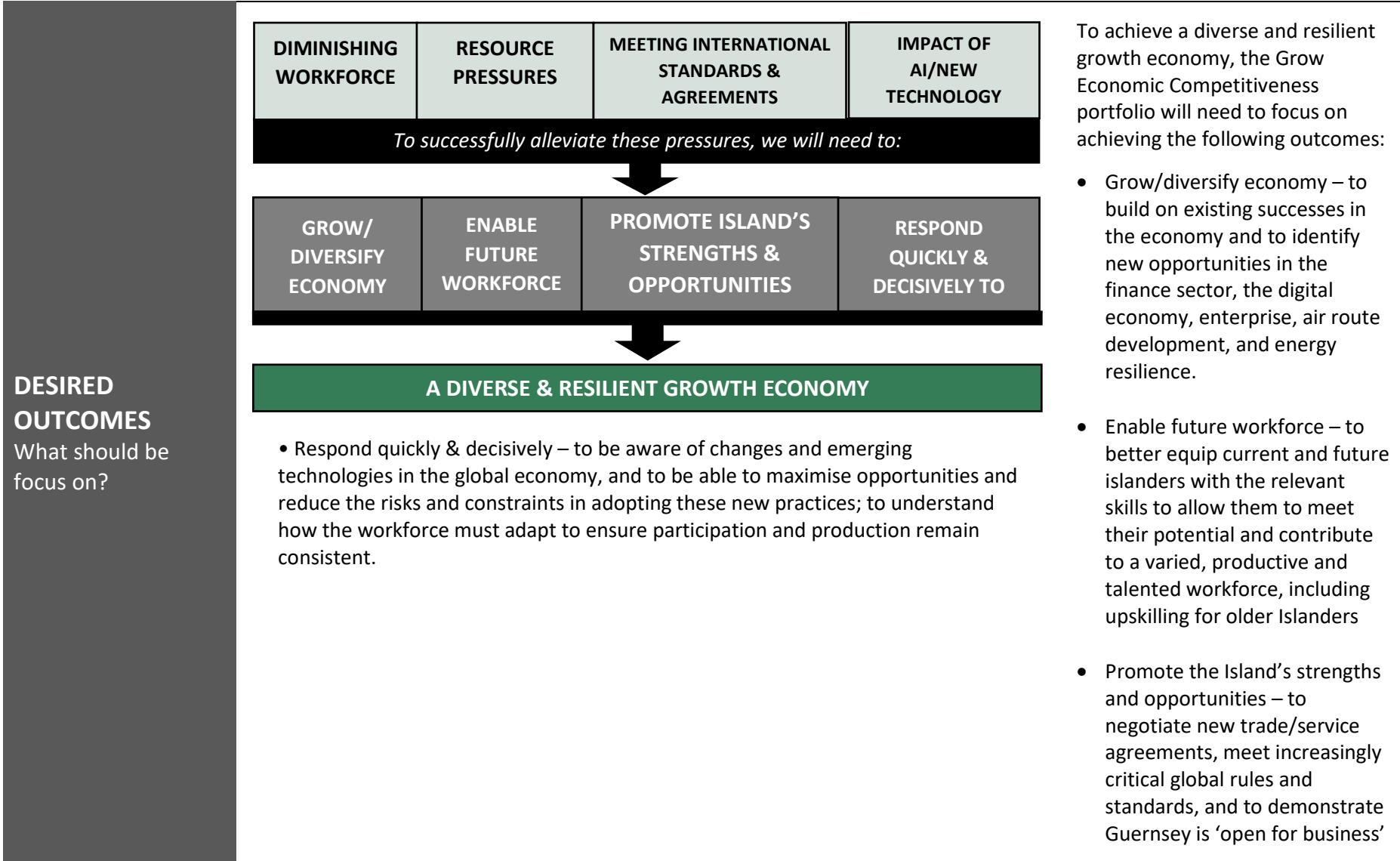
Guernsey must continue to invest in economic competitiveness and core infrastructure to support economic growth, with a focus on housing and infrastructure, supporting the finance sector, digital connectivity and data security, skills, entrepreneurial growth and innovation, transport connectivity and the visitor economy.

### THE PROBLEM Why do we need to act?

The local economy has been impacted by COVID, Brexit and its related demands, and the increasing criticality of international trade agreements. Additional concerns are the Island’s increasing dependency ratio due to an ageing population, housing availability and cost, and the need to upskill the current and future workforces.

<b>DRIVERS</b>	<b>DIMINISHING WORKFORCE</b>	Guernsey is experiencing growth in amount of older people in the population, with the number of people over 85 expected to double by 2045. This means the working population is decreasing, and the non-working population is increasing, putting significant pressure on income tax take as the main means to generate government revenues.	<div style="background-color: #f44336; color: white; padding: 5px; text-align: center;"><b>RISK OF LOSING COMPETITIVE STATUS...</b></div> <p>Would negatively impact not just the economy and Guernsey’s global reputation, but would have knock-on effects on energy provision, housing, social conditions and healthcare</p>
	<b>RESOURCE PRESSURES</b>	The outcomes from the recent Tax Strategy debate have not sufficiently addressed the island’s structural deficit, and the future fiscal view will continue to bring significant challenges. Growing and diversifying the economy could potentially increase revenue from existing avenues and create new ones. Specifically, it is vital the financial services sector continues to be supported and developed. It is the highest employer on the Island and must remain robust yet agile to changes in order to remain competitive.	
	<b>MEETING INTERNATIONAL STANDARDS &amp; AGREEMENTS</b>	Meeting international standards (including WTO rules and existing Free Trade Agreement commitments) and negotiating new trade/service agreements are critical to maintain our economic competitiveness and to promote growth. Achieving this provides access, stability, and predictability to markets, while decreasing our reliance on the UK and one/two other markets. Failure to do so would expose the Islands to potential criticism and expulsion from existing agreements. External pressures around AML, CFT and tax cooperation, including the exchange of information and economic substance requirements will only increase - these measures are now seen as the minimum level for international financial centres rather than standards of excellence.	
	<b>IMPACT OF AI/NEW TECHNOLOGY</b>	The impact of new technologies, and specifically AI, will be significant, and we will have to respond quickly and decisively in order to make the most of new opportunities. Challenges will be created in finding the right staff to work with the new technologies, maintaining production levels, and being able to diversify in affected sectors.	





<b>THE SCOPE</b> What work has been prioritised?	In 2018 the States agreed a number of actions through the States of Guernsey Economic Development Strategy. The majority have since been re-affirmed through the various iterations of the Government Work Plan.		
	The prioritised workstreams demonstrate the interdependencies to workstreams in the Maintain Public Service Resilience and Governance portfolio, particularly efforts to increase the availability of Key Worker Housing, and the need to increase States' income.		
	<b>Workstream</b>	<b>Committee</b>	
	<b>Housing supply and affordability</b> – this will provide targeted improvements to housing capacity, affordability and suitability in the housing market	Bridge regeneration and associated flood defences	P&RC
		Guernsey Housing Plan – Phase 1	P&RC/E&I/ESS
<b>Electricity Resilience</b> – this will ensure security of supply and the appropriate controls for existing and new technologies.	Develop a licensing regime for renewables	ED	
	Implement Electricity Strategy – phase 1; Guernsey Renewable Energy Commission	ED/E&I	
	Actions to develop a Blue Economy Plan	E&I	
	Confirm arrangements for leasing of seabed	P&RC	

	<p><b>Skills for work</b> - this will facilitate greater productivity in the economy, sustain growth, and reduce poverty. To deliver progress above the baseline through the Skills Action Plan, funding and resourcing will be required.</p>	<p>Deliver skills initiatives in partnership with business and employers, including the establishment of a Skills Development Agency to facilitate non-government delivery and external funding for service delivery</p>	<p>ED/ESC</p>
	<p><b>Participation in work</b> – this will support the capacity of the Island's workforce so that it remains a desirable and competitive jurisdiction, and will ensure that the Island can meet the needs of the economy with the necessary housing and infrastructure.</p>	<p>SOHWELL Phase 3 – Occupational Health Strategy and implementation plan</p> <p>Securing delivery of Population &amp; Immigration Policy through cross committee States extant resolutions</p>	<p>ESS</p> <p>As relevant</p>
	<p><b>Free Trade Agreements &amp; Related International Obligations</b> – workstreams to provide access, stability, and predictability to markets through international trade</p>	<p>Continued trade negotiations working with the UK, at a pace set by the UK owns ambitions (incl. WTO compliance, governance, international engagement, international treaty work, bilateral trade negotiations) etc.</p>	<p>ED</p>
		<p>Prepare for MoneyVal 2024 evaluation and ongoing cycle</p>	<p>HA/PRC</p>

**APPENDIX 3**

	agreements and meeting required international standards	Develop pathway to net zero and move toward implementation of the Paris Agreement on climate change and facilitate its ongoing compliance	E&I
		Delivery of the Strategy for Nature as a commissioned service - the approved strategy for nature moves towards UN Convention on Biological Diversity compliance	E&I
	<b>Finance Sector Investment</b> - the sector is the central pillar of Guernsey's economy and will continue to be so, and must be supported accordingly.	Green Economy Plan – phase 1 - develop and transition to biodiversity net gain	E&I
		Support Finance Sector development	ED
	<b>Secure Transport Connectivity &amp; Infrastructure</b> - Maintaining and improving air and sea route connectivity is critical to economic activity on the island, serving the needs of residents, businesses, and visitors.	Support Air Route connectivity	ED
		Conclude the Guernsey Airport Runway Extension Study	ED
		Development of the general and commercial aviation sectors	ED
		Secure sea link connectivity	ED
	<b>Accelerate the Digital Economy</b> – this is a vital	Digital Framework – develop action plans and monitor impacts	ED

	economic enabler including next generation infrastructure, regulation and legislation to maintain global competitiveness.	Enabling Digital Infrastructure	ED
	<b>Foster Enterprise</b> - an Enterprise Plan has been completed with a plan drafted listing potential area of intervention to support entrepreneurial growth and innovation.	Implement two year pilot of the Guernsey Enterprise Investment Scheme	ED
	<b>Regeneration</b> – this will ensure that the island’s infrastructure does not restrict essential development	Develop Local Planning Brief for harbour action areas	DPA
		Establish Guernsey Development Agency	P&RC
		Agree future direction for Harbours	P&RC/E&I/ STSB
		Ensure island’s infrastructure is fit for purpose e.g. determine the future strategic use of Les Vardes	E&I/P&RC
	<b>Multiple workstreams</b>	There are a number of workstreams across Committees that will need to be successfully managed and completed in order of the local economy to benefit in terms of diversity and growth	

<b>CHALLENGES</b> What might constrain our work?	<b>External pressures</b>	Ongoing monitoring of the global situation is vital so that external pressures around international standards & compliance can be anticipated and managed so as to mitigate negative impacts and take advantage of new opportunities. Guernsey needs to respond to the growing pace of work by the UK Government, UK Parliament as well as Jersey and the Isle of Man. Doing this with fewer resources can be a challenge require balance of adequate resources, effectiveness, productivity and innovation
	<b>Ensuring clarity of accountability and responsibility</b>	Multiple Committees will be required to work together, so it is essential that all parties understand who is responsible for which action so that solutions are brought forward swiftly
	<b>Risk appetite</b>	Is the level of risk appetite aligned with our existing regulatory frameworks, particularly with regard to competition and financial services; are we prepared to be more flexible in our approach to risk which might bring economic reward?
	<b>Multi-jurisdictional decision making</b>	Many businesses operating in the Island are multi-jurisdictional and may not consider Guernsey a main priority in their decision-making. We must be aware of the mobility of businesses so they continue to contribute to the local economy
	<b>Pace of technological change</b>	Emergent technologies are generally out of the island's control, and the pace of change can create obstacles rather than opportunities if not anticipated and adapted to

**Committee for Economic Development - Workplan 2023-2025**

<p><b>The mandates of Committees of the States</b></p> <p>General responsibilities (Annex One)</p> <p>Delivering or overseeing delivery of operational functions and public services (Annex Two)</p> <p><b>Current pressures:</b></p> <p><b>a) Responding to external drivers (eg: Ukraine war; post-Brexit; COVID; constitutional demands)</b></p> <p><b>b) extant strategies and policies</b></p> <ul style="list-style-type: none"> <li>• <i>Funding and resource may have been set out in a States' Resolution; or</i></li> <li>• <i>Current resource and cash limit constraints apply</i></li> </ul> <p><b>c) Statutory requirements</b></p>	<ul style="list-style-type: none"> <li>• Operational service delivery</li> <li>• Statutory functions</li> <li>• Income/expenditure monitoring and budget management</li> <li>• Risk assurance</li> <li>• Compliance with international agreements and conventions</li> <li>• Parliamentary business – Statements/Rule 11/14 Questions</li> <li>• Maintain legislation</li> <li>• Discharge Resolutions</li> </ul> <p>Group a)</p> <ul style="list-style-type: none"> <li>• Trade agreements <ul style="list-style-type: none"> <li>○ Free Trade Agreements</li> <li>○ Compliance with World Trade Organisation rules</li> <li>○ International trade/treaty work</li> </ul> </li> </ul> <p>Group b)</p> <ul style="list-style-type: none"> <li>• Bring business case for extension of Guernsey Airport runway to States of Deliberation</li> <li>• Economic Development Strategy and Implementation Plan <ul style="list-style-type: none"> <li>○ Tourism Strategy developed by Tourism Management Board</li> <li>○ Implementation of the Digital Framework</li> </ul> </li> </ul> <p>Group c)</p> <ul style="list-style-type: none"> <li>• Statutory reporting requirements e.g. Guernsey Registry, Public Trustee, Office of the Director of Civil Aviation, Bailiwick Sea Fisheries Licensing Regime</li> <li>• International reporting requirements e.g. International Standards that maintain our position as an International Finance Centre (e.g. MoneyVal Evaluation)</li> </ul>
<p><b>Government strategic portfolios engaging this mandate</b></p> <p>(may accelerate current strategies or resolutions; or require new actions)</p> <p>GWP funding may be required)</p>	<p><b>Housing, infrastructure and the economy</b></p> <ul style="list-style-type: none"> <li>• Electricity resilience <ul style="list-style-type: none"> <li>○ Licensing renewables policy and legislation</li> </ul> </li> <li>• Skills for work <ul style="list-style-type: none"> <li>○ Skills Development Agency</li> <li>○ Promote digital skills and adult literacy</li> </ul> </li> <li>• Finance sector investment</li> <li>• Air route development</li> <li>• Pilot Guernsey Enterprise Investment Scheme</li> <li>• Development of the general and commercial aviation</li> </ul> <p><b>Public service resilience, security and governance</b></p> <ul style="list-style-type: none"> <li>• Sustainable finances - supporting the work associated with the Resolutions from the Tax Review</li> <li>• Contribute to a proportionate and pragmatic legislative programme</li> </ul>

**Committee for Education, Sport & Culture - Workplan 2023-2025**

<p><b>The mandates of Committees of the States</b></p> <p>General responsibilities (Annex One)</p> <p>Delivering or overseeing delivery of operational functions and public services (Annex Two)</p> <p><b>Current pressures:</b></p> <p>a) <b>Responding to external drivers (eg: Ukraine war; post-Brexit; COVID; constitutional demands)</b></p> <p>b) <b>extant strategies and policies</b></p> <ul style="list-style-type: none"> <li>• <i>Funding and resource may have been set out in a States' Resolution; or</i></li> <li>• <i>Current resource and cash limit constraints apply</i></li> </ul> <p>c) <b>Statutory requirements</b></p>	<ul style="list-style-type: none"> <li>• Operational service delivery</li> <li>• Statutory functions</li> <li>• Income/expenditure monitoring and budget management</li> <li>• Risk assurance</li> <li>• Compliance with international agreements and conventions</li> <li>• Parliamentary business – Statements/Rule 11/14 Questions</li> <li>• Maintain legislation</li> <li>• Discharge Resolutions</li> </ul> <p>Group a)</p> <ul style="list-style-type: none"> <li>• COVID recovery in education</li> <li>• Recruitment challenges in teaching profession</li> </ul> <p>Group b)</p> <ul style="list-style-type: none"> <li>• Repeal and replace Education Law</li> <li>• Deliver against nasen report</li> <li>• Continuous improvement in education delivery</li> <li>• Response to external inspection</li> <li>• Review and deliver remaining seven years of Active8</li> </ul> <p>Group c) – to be delivered within current resources.</p> <ul style="list-style-type: none"> <li>• Education settings' governance</li> <li>• CYPP 2023-2026</li> <li>• UNCRC</li> </ul>
<p><b>Government strategic portfolios engaging this mandate</b></p> <p>(may accelerate current strategies or resolutions; or require new actions)</p> <p>GWP funding may be required)</p>	<p><b>Housing, infrastructure and the economy</b></p> <ul style="list-style-type: none"> <li>• Skills for work / participation in work <ul style="list-style-type: none"> <li>○ Maximise delivery through The Guernsey Institute</li> <li>○ Develop AI and digital learning</li> <li>○ Implement adult literacy programme</li> </ul> </li> </ul> <p><b>Public service resilience, security and governance</b></p> <ul style="list-style-type: none"> <li>• Sustainable finances - supporting the work associated with the Resolutions from the Tax Review</li> <li>• Strategic workforce planning - maximise on-island learning and realise benefit locally</li> <li>• Contribute to a proportionate and pragmatic legislative programme</li> </ul>



**Committee for Employment & Social Security - Workplan 2023-2025**

<p><b>The mandates of Committees of the States</b></p> <p>General responsibilities (Annex One)</p> <p>Delivering or overseeing delivery of operational functions and public services (Annex Two)</p> <p><b>Current pressures:</b></p> <p><b>a) Responding to external drivers (eg: Ukraine war; post-Brexit; COVID; constitutional demands)</b></p> <p><b>b) extant strategies and policies</b></p> <ul style="list-style-type: none"> <li>• <i>Funding and resource may have been set out in a States' Resolution; or</i></li> <li>• <i>Current resource and cash limit constraints apply</i></li> </ul> <p><b>c) Statutory requirements</b></p>	<ul style="list-style-type: none"> <li>• Operational service delivery</li> <li>• Statutory functions</li> <li>• Income/expenditure monitoring; budget management</li> <li>• Risk assurance</li> <li>• Compliance with international agreements and conventions</li> <li>• Parliamentary business – Statements/Rule 11/14 Questions</li> <li>• Maintain legislation</li> <li>• Discharge Resolutions</li> </ul> <p>Group a)</p> <ul style="list-style-type: none"> <li>• Response to cost of living inflation for low income households.</li> </ul> <p>Group b)</p> <ul style="list-style-type: none"> <li>• Disability &amp; Inclusion Strategy, including introduction of the Prevention of Discrimination Ordinance Phase 1.</li> <li>• Implementation of Secondary Pensions.</li> </ul> <p>Group c)</p> <ul style="list-style-type: none"> <li>• Statutory reporting requirements e.g.: Five yearly actuarial reviews of the Guernsey Insurance Fund and the Long-term Care Insurance Fund.</li> <li>• International reporting requirements e.g.: UN and ILO Conventions.</li> </ul>
<p><b>Government strategic portfolios engaging this mandate</b></p> <p>(may accelerate current strategies or resolutions; or require new actions)</p> <p>GWP funding may be required)</p>	<p><b>Housing, infrastructure and the economy</b></p> <ul style="list-style-type: none"> <li>• Housing supply and affordability <ul style="list-style-type: none"> <li>○ Guernsey Housing Plan phase 1</li> </ul> </li> <li>• Trade agreements <ul style="list-style-type: none"> <li>○ Future agreements may engage mandate</li> </ul> </li> <li>• Participation in work <ul style="list-style-type: none"> <li>○ Supporting Occupational Health and Wellbeing</li> <li>○ Proposals for Phase 2A Discrimination Ordinance</li> </ul> </li> </ul> <p><b>Sustainable health and care services</b></p> <ul style="list-style-type: none"> <li>• Future model of community care (SLAWS): funding options for future model of long-term care</li> <li>• Improving outcomes for children/families - Legal Aid Review</li> </ul> <p><b>Public service resilience, security and governance</b></p> <ul style="list-style-type: none"> <li>• Sustainable finances - supporting the work associated with the Resolutions from the Tax Review</li> <li>• Key worker housing policy development (SHADP)</li> <li>• Contribute to a proportionate and pragmatic legislative programme</li> </ul>

**Committee for the Environment & Infrastructure - Workplan 2023-2025**

<p><b>The mandates of Committees of the States</b></p> <p>General responsibilities (Annex One)</p> <p>Delivering or overseeing delivery of operational functions and public services (Annex Two)</p> <p><b>Current pressures:</b></p> <p><b>a) Responding to external drivers (eg: Ukraine war; post-Brexit; COVID; constitutional demands)</b></p> <p><b>b) extant strategies and policies</b></p> <ul style="list-style-type: none"> <li>• <i>Funding and resource may have been set out in a States' Resolution; or</i></li> <li>• <i>Current resource and cash limit constraints apply</i></li> </ul> <p><b>c) Statutory requirements</b></p>	<ul style="list-style-type: none"> <li>• Operational service delivery</li> <li>• Statutory functions</li> <li>• Income/expenditure monitoring and budget management</li> <li>• Risk assurance</li> <li>• Compliance with international agreements and conventions</li> <li>• Parliamentary business – Statements/Rule 11/14 Questions</li> <li>• Maintain legislation</li> <li>• Discharge Resolutions</li> </ul> <p>Group a)</p> <ul style="list-style-type: none"> <li>• Ensure legislative Sanitary and Phytosanitary Standards in animal welfare, plants and foods</li> <li>• Dairy industry review</li> <li>• Register of driving instructors – Vienna Convention on Road Traffic</li> <li>• Periodic testing inspections for road transport</li> <li>• Meet motor insurers' bureau requirements</li> <li>• Negotiation of mutual recognition and driving licence entitlement exchange agreements and individual EU States</li> </ul> <p>Group b)</p> <ul style="list-style-type: none"> <li>• Propose future inert waste disposal solution (strategic use of Les Vardes Quarry)</li> </ul> <p>Group c)</p> <ul style="list-style-type: none"> <li>• International reporting requirements – maintain compliance with existing multilateral environment agreements to protect reputation and trade agreements</li> <li>• IDP review – planning inquiry</li> </ul>
<p><b>Government strategic portfolios engaging this mandate</b></p> <p>(may accelerate current strategies or resolutions; or require new actions)</p> <p>GWP funding may be required)</p>	<p><b>Housing, infrastructure and the economy</b></p> <ul style="list-style-type: none"> <li>• Housing supply and affordability <ul style="list-style-type: none"> <li>○ Guernsey Housing Plan phase 1</li> </ul> </li> <li>• Electricity resilience <ul style="list-style-type: none"> <li>○ Progress year 1 implementation plan (cross Committee) inc blue economy plan (inc biosecurity)</li> </ul> </li> <li>• Trade Agreements <ul style="list-style-type: none"> <li>○ Approach to net zero (previously Climate Change Action Plan) (inc rescoped natural capital atlas) – implementation/compliance Paris Agreement</li> <li>○ Convention of Biological Diversity</li> </ul> </li> </ul> <p><b>Public service resilience, security and governance</b></p> <ul style="list-style-type: none"> <li>• Sustainable finances - supporting the work associated with the Resolutions from the Tax Review</li> <li>• Contribute to a proportionate and pragmatic legislative programme</li> </ul>

**Committee for Health & Social Care - Workplan 2023-2025**

<p><b>The mandates of Committees of the States</b></p> <p>General responsibilities (Annex One)</p> <p>Delivering or overseeing delivery of operational functions and public services (Annex Two)</p> <p><b>Current pressures:</b></p> <p><b>a) Responding to external drivers (eg: Ukraine war; post-Brexit; COVID; constitutional demands)</b></p> <p><b>b) extant strategies and policies</b></p> <ul style="list-style-type: none"> <li>• <i>Funding and resource may have been set out in a States' Resolution; or</i></li> <li>• <i>Current resource and cash limit constraints apply</i></li> </ul> <p><b>c) Statutory requirements</b></p>	<ul style="list-style-type: none"> <li>• Operational service delivery</li> <li>• Statutory functions</li> <li>• Income/expenditure monitoring &amp; budget management</li> <li>• Risk assurance</li> <li>• Compliance with international agreements &amp; conventions</li> <li>• Parliamentary business – Statements/Rule 11/14 Questions</li> <li>• Maintain legislation</li> <li>• Discharge Resolutions</li> </ul> <p>Group a)</p> <ul style="list-style-type: none"> <li>• Risk based COVID testing, vaccination and response</li> <li>• Response to COVID review</li> <li>• Recruitment challenges in health and care professions</li> </ul> <p>Group b)</p> <ul style="list-style-type: none"> <li>• Review of NICE TAs</li> <li>• Disability &amp; Inclusion Strategy</li> <li>• Combined Substance Use Strategy</li> <li>• Mental Health &amp; Wellbeing Strategy</li> <li>• Healthy Weight Strategy</li> </ul> <p>Group c)</p> <ul style="list-style-type: none"> <li>• Statutory reporting requirements e.g.: CYPP</li> <li>• International reporting requirements e.g.: UNCRC</li> </ul>
<p><b>Government strategic portfolios engaging this mandate</b></p> <p>(may accelerate current strategies or resolutions; or require new actions)</p> <p>GWP funding may be required)</p>	<p><b>Housing, infrastructure and the economy</b></p> <ul style="list-style-type: none"> <li>• Participation in work <ul style="list-style-type: none"> <li>○ Addressing waiting lists for treatment and diagnostics</li> </ul> </li> </ul> <p><b>Sustainable health and care services</b></p> <ul style="list-style-type: none"> <li>• Sustainable healthcare delivery modelling</li> <li>• Future model of community care delivery</li> <li>• Proportionate implementation of <ul style="list-style-type: none"> <li>○ Regulation of health and care services – community care</li> <li>○ Capacity Law</li> </ul> </li> <li>• Improving outcomes for children/families <ul style="list-style-type: none"> <li>○ Implement Phase 1 Children's Law review</li> <li>○ Adoption Law drafting and enactment</li> </ul> </li> <li>• Alderney Care</li> </ul> <p><b>Public service resilience, security and governance</b></p> <ul style="list-style-type: none"> <li>• Sustainable finances - supporting the work associated with the Resolutions from the Tax Review</li> <li>• Contribute to a proportionate and pragmatic legislative programme</li> </ul>

**Committee for Home Affairs - Workplan 2023-2025**

<p><b>The mandates of Committees of the States</b></p> <p>General responsibilities (Annex One)</p> <p>Delivering or overseeing delivery of operational functions and public services (Annex Two)</p> <p><b>Current pressures:</b></p> <p><b>a) Responding to external drivers (eg: Ukraine war; post-Brexit; COVID; constitutional demands)</b></p> <p><b>b) extant strategies and policies</b></p> <ul style="list-style-type: none"> <li>• <i>Funding and resource may have been set out in a States' Resolution; or</i></li> <li>• <i>Current resource and cash limit constraints apply</i></li> </ul> <p><b>c) Statutory requirements</b></p>	<ul style="list-style-type: none"> <li>• Operational service delivery</li> <li>• Statutory functions</li> <li>• Income/expenditure monitoring; budget management</li> <li>• Risk assurance</li> <li>• Compliance with international agreements and conventions</li> <li>• Parliamentary business – Statements/Rule 11/14 Questions</li> <li>• Maintain legislation</li> <li>• Discharge Resolutions</li> </ul> <p>Group a)</p> <ul style="list-style-type: none"> <li>• Responding to operational impacts post-Brexit</li> <li>• Review of Terrorism Legislation</li> <li>• Cyber Security – implement CERT</li> <li>• Telecoms Security</li> <li>• Compliance with FATF recommendations etc upon which MoneyVal evaluate</li> </ul> <p>Group b)</p> <ul style="list-style-type: none"> <li>• Develop, consult and publish the Justice Action Plan and implement early actions: <ul style="list-style-type: none"> <li>○ Domestic Abuse /Violence legislation</li> <li>○ Establish pilot Sexual Assault Referral Centre</li> <li>○ Sexual Offences legislation</li> </ul> </li> </ul> <p>Group c)</p> <ul style="list-style-type: none"> <li>• Statutory reporting requirements</li> <li>• International reporting requirements</li> </ul>
<p><b>Government strategic portfolios engaging this mandate</b></p> <p>(may accelerate current strategies or resolutions; or require new actions)</p> <p>GWP funding may be required)</p>	<p><b>Housing, infrastructure and the economy</b></p> <ul style="list-style-type: none"> <li>• Finance sector development <ul style="list-style-type: none"> <li>○ Preparing for MoneyVal evaluation</li> <li>○ Data Protection Review</li> </ul> </li> <li>• Trade Agreements <ul style="list-style-type: none"> <li>○ Compliance – customs, immigration, nationality</li> </ul> </li> <li>• Participation in work <ul style="list-style-type: none"> <li>○ Population &amp; Immigration Policy Resolutions</li> </ul> </li> </ul> <p><b>Sustainable health and care services</b></p> <ul style="list-style-type: none"> <li>• SLAWS - safe and secure - Review of safeguarding legislation (Vetting and Barring)</li> </ul> <p><b>Public service resilience, security and governance</b></p> <ul style="list-style-type: none"> <li>• Compile and maintain the electoral roll</li> <li>• Sustainable finances - supporting the work associated with the Resolutions from the Tax Review</li> <li>• Contribute to a proportionate and pragmatic legislative programme</li> </ul>

**Table 1: Obligatory costs arising from domestic and international compliance**

*The border operating model has recently been received from the UK and may have further impact on BAU costs for the Bailiwick.*

<b>item</b>	<b>funding requirement</b>	<b>commentary</b>
Health & Safety and Trading Standards - Capacity & Expertise to meet post-Brexit obligations	£109k pa	BAU pressures post Brexit – reviewed annually
Trading Standards - software licence	£10k pa	BAU pressures post Brexit – reviewed annually
Sea Fisheries - Services	£15k pa	BAU pressures post Brexit – reviewed annually
Delivery of trade agreements and associated obligations	£200k pa	BAU pressures post Brexit – reviewed annually
SPS/border control - Consultant retainer	£60k pa	specialist support post-Brexit – reviewed annually
Environmental Health - Capacity & Expertise	£50k pa	BAU pressures post Brexit – reviewed annually
Implement and deliver services related to updated animal welfare legislation	£50k pa	Compliance with trade agreements re exports - Officer resource costs part off-set by charges
IPSAS	High level estimate – c.£150k pa from Q4 2023 on-going (staff resources) and £200k project spend pa for 2 years 2024 H2 – 2025 H1 for implementation	Established as an important public service action in the current P4 priority of the GWP, the costs of compliance are now much clearer to estimate and include on-off funding to amend financial reporting in States’ owned utilities in compliance with IPSAS rules.
Mitigation and adaptation for climate change - pathway to net zero	£200k one-off  Follow on costs likely but will be determined by the Assembly based on future affordability.	International reputation/trade agreements and Island’s ESG credentials for investors necessitating published government policy.  Siemens will be commissioned to produce work proportionate for our jurisdiction as extension of its work on electricity strategy which negates the on-going costs of the previous approach. States will need to consider the recommendations and funding sources at appropriate time

**APPENDIX 10**

Telecoms security	100k for technical consultancy	Compliance with UK and international security standards on technology supply chains, required specialised technical and regulatory consultancy input
Paris Agreement compliance reporting	£10k pa	International reputation/trade agreements and Island's ESG credentials for investors necessitating published government policy
Compliance with Ramsar Management Plans (Herm and Lihou)	£10k pa	International reputation and compliance with international agreements/standards extended to the Island
IDP review	£150k in 2024	Statutory 10 year review – funds for planning inquiry delivered in 2024 as part review with focus on critical policies; £250k already released.
LPB planning inquiry	£150k in 2025	LPB is under development for the harbour areas of St Peter Port and St Sampson's which under the Law will require a planning inquiry
2025 General Election	Not yet determined	Compiling the electoral roll and running the General Election

Table 2: 2023-2025 GWP actions – funding implementation of legislation

Item	Assembly endorsed funding	commentary
<p><b>Capacity Law</b> (Policy letter 2020)</p>	<p>2024 - £343k 2025 - £318k 2026 - £284k 2027 - £284k</p> <p>£100k adult advocacy (part year costs to start 01.04.2024)</p> <p>Additional assessments cost of £68k full-year 2024 and 2025 as heavily front loaded on implementation reducing to £34k pa in 2026 and 2027</p>	<p>The States agreed to allocate annual operating costs of £25k - extension of Legal Aid £75k - Mental Health &amp; Capacity Review Tribunal</p> <p>£75k in 2024 - one-off training and admin to support implementation</p> <p>HSC under Resolution to bring back a business case for an adult advocacy service which can support both the requirements of the Capacity Law and address the shortfall in advocacy services in other mental health and wellbeing services. This will determine unmet need more accurately. May be delivered with or in partnership with third sector. Estimated at additional c.£150k pa from 2025-27 for pilot (salary costs and training for the Independent Capacity Representatives) to implement the immediate requirements of the Protective Authorisation Scheme.</p> <p>Other implementation costs include GP assessments at c£68k on start-up anticipated to reduce once established.</p>
<p><b>General Housing Law - phase 1</b> (Policy letter 2020)</p>	<p>2024 - £75k</p>	<p>Anticipated to be off-set by fees and charges on landlords</p>
<p><b>Regulation of health &amp; care – Projet and secondary legislation</b> (policy letter 2019 supported by the Assembly to establish independent Commission)</p>	<p>2024 - £194k 2025 - £165k 2026 - £140k 2027 - £140k</p>	<p>For implementation for community care services initially to support SLAWS building to the wider set of Ordinances as required most urgently operationally</p>

Table 3: 2023-2025 GWP actions

NB: funding approved in part/ funds not yet requested/new action

item	funding status	commentary
<b>GWP policy action</b>		
<b>Strategic Housing Action and Delivery Plan – Phase 1 policy review</b>	2023 - £100k 2024 - £110k	Recommendations will likely result in additional funding pressures
<b>Plan for sustainable health and care services – policy development and implementation planning</b>	2024 - £500k 2025 - £500k	<b>New</b> Building on Partnership of Purpose and responding to current and forecast service delivery pressures and unsustainable costs
<b>Dairy industry and countryside management – policy review</b>	c£925 pa subject to an upcoming policy letter	<b>New</b> Review of dairy industry with policy decisions from Assembly. May impact approach to dairy operations (and capital investment).
<b>Discharging an extant Resolution</b>		
<b>Energy Policy / Economic Development Strategy and Implementation Plan (important action)</b> Implement Electricity Strategy – phase 1;	2024 - £200k	<b>New</b> Previous funding secured the consultancy for policy letter lodged 5 <sup>th</sup> June 2023 discharging resolutions of the Energy Policy. Guernsey Renewable Energy Commission (licensing regime)
<b>Future Harbour Requirements / Economic Development Strategy and Implementation Plan (critical action)</b>	2023 – £50k 2024 - £100k 2025 - £100k  2023-24 - £400k	Policy letter lodged 5 <sup>th</sup> June 2023  East Coast Development - establish Guernsey Development Agency  Local Planning Brief for St Peter Port and St Sampson’s harbours
<b>Delivering a strategy</b>		
<b>Economic Development Strategy and Implementation Plan (critical action) - Skills Development Agency</b>	2023 - £115k 2024 - £490k 2025 - £530k 2026 - £500k 2027 - £500k	Revised proposals including adult literacy funding until 2027 and backfill costs in 2023 - to support upskilling and reskilling to meet needs through commission model partnering business (formerly Human Capital Development Plan)
<b>Economic Development Strategy and Implementation Plan (critical action) - Finance sector development</b>	2024- £500k 2025 - £1m 2026 - £1m 2027 - £500k	<b>New</b> Three year additional support of £1m pa expires mid-2024. This new grant would extend the uplift for further three years also In addition to the BAU £1.5m pa grant overseen by CfED.



<b>Economic Development Strategy and Implementation Plan (critical action) and Strategy for Nature</b> - develop and transition to biodiversity net gain	2024 - £50k	Investment in green and sustainable finance/economy
<b>Economic Development Strategy and Implementation Plan (critical action)</b> - Support air route connectivity	2024 - £500k 2025 - £500k	Investment in community, and business and visitor economies
<b>Economic Development Strategy and Implementation Plan (important action) and Strategy for Nature</b>  Actions to develop a Blue Economy Plan	2023 - £20k  2023 - £50k  2025 - £215k	Enabler for renewables; fisheries, tourism, health, Blue Economy, supports climate change mitigation; reputation in Trade Agreement negotiations and ESG credentials <ol style="list-style-type: none"> <li>1. Marine biosecurity plan (Prioritised to support renewables)</li> <li>2. Natural Capital Atlas to support Blue Economy and Climate Change mitigation (measuring system to support blue and green economies and ESG assessments)</li> <li>3. Blue Economy Plan</li> </ol>
<b>Strategy for Nature -</b> Delivery in part as a commissioned service – three year pilot	2023 - £218k 2024 - £175k 2025 - £175k 2026 - £35k 2027 - £35k	Nature Commission - £100k plus £40k grant transferred for Commission to administer  2023 underpinning evidence for blue economy - £78k (Economic Development Strategy) Approved strategy moves towards UN Convention on Biological Diversity compliance
<b>Economic Development Strategy and Implementation Plan (beneficial action)</b> Guernsey Enterprise Investment Scheme – 2 year pilot	2024 - £300k 2025 - £300k	Two year pilot will be assessed; strategy is to fund through tax benefits although currently that is not affordable due to pressures on public service finances.
<b>Economic Development Strategy and</b>	2023 - £57k 2024 - £50k	Having effective compliance and oversight supports the ongoing sustainability of the

<b>Implementation Plan</b> Development of the general and commercial aviation sectors	2025 - £50k	Registry service, its reputation and thus the ability to generate incremental economic benefit for the on-island aviation sector and secondary benefits to the wider economy. To be re-assess as obligatory costs in September 2023.
<b>Education Strategy</b> Support independent inspection response in education settings	2023 - £80k 2024 - £80k	To continue swift response to first inspections under new inspection model.
<b>SOHWELL - Phase 3</b> Occupational Health Strategy and implementation plan	2023 - £50k 2024 - £50k 2025 - £100k 2026 - £100k 2027 - £100k	Output will support re-entry into work – development in 23/24 and implementation pilot 3 years subject to States approval; initial development funding from Insurance Fund.
<b>Healthy Weight Strategy</b> – tier 3 and 4	2024 - £250k 2025 - £250k	Match funding of £50k secured; £100k shortfall to be met in full. Two year pilot.
<b>SARC</b> 3 year pilot	2023 - £399k 2024 - £351k 2025 - £351k	Domestic Abuse Strategy (and extant Resolution) If service is determined to be essential its on-going costs will be calculated and funding options will need to be considered given pressures on public service finances and agreed by the States
<b>Active 8: A Plan for Sport</b>	2024 - £124k 2025-30 - £82k	<b>New</b> Current funding for the first three years of a ten year strategy expires at the end of 2023. This is in additional to the grant funding overseen by CfESC.
<b>Justice Framework</b> Develop Justice Action Plan	2023 - £215 2024 - £115 2025 - £58k	Released to cash limits funds for <ul style="list-style-type: none"> <li>• contract posts - manager and support officer until mid-2025</li> <li>• legal aid review 2023</li> </ul>

# GOVERNMENT WORK PLAN

MONITORING REPORT AUGUST 2023





# BACKGROUND

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**The Government Work Plan (GWP) was agreed in July 2021 against a backdrop of pandemic recovery and has very quickly had to adapt to unprecedented local, national and global challenges. The impacts of such rapid change are still having a significant effect on the cost of living and housing, the local economy including recruitment, government finances and many other areas.**

The GWP is establishing itself to be a valuable tool to assist the Assembly as it seeks to balance new policy priorities with providing sustainable services to the community. It provides a schedule of work that encompasses new priorities and previously agreed policies, be that through legislation, changes to services or investment in infrastructure. The GWP's reporting has demonstrated that progress in delivery is sustained but often slower than anticipated, primarily because of pressing service delivery needs alongside continued external pressures.

It has become clear that the GWP as it now stands is simply not deliverable in this political term; the financial and human resources required to service its many workstreams cannot now fully be met. When considering this against the backdrop of cost of living challenges, economic uncertainty and international pressures, there appears to be no option other than to reset the GWP so





it becomes a more achievable body of work for the remainder of the political term. This means reducing the number of priorities, and rethinking how that reduced number of priorities can be delivered. The States will consider their 2023-25 proposals at their meeting on 18<sup>th</sup> October.

# INTRODUCTION

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The GWP is divided into four Priority Areas, which are:



**RESPONDING TO THE  
COVID-19 PANDEMIC**



**RE-SHAPING  
GOVERNMENT**



**BREXIT AND MEETING  
INTERNATIONAL  
STANDARDS**



**RECOVERY  
ACTIONS**

The most pressing recovery actions are given 'Category One' status and are highlighted below. In the last year those progressing most notably are:

- The ongoing preparation for the 2024 MONEYVAL evaluation
- Population and Immigration Policy Review agreed and now operationalised since April 2023
- Affordable housing sites are progressing and the Guernsey Housing Plan is published, with work already ongoing on the prioritised actions
- The electricity strategy has been published for debate on 6<sup>th</sup> September
- Funding and legislation are progressing to support children and young people



# CATEGORY ONE RECOVERY ACTIONS







 <b>MONEYVAL</b>				
ACTION	AREA OF FOCUS	WORKSTREAM	END DATE	RAG RATING
Maintain compliance with international standards on financial crime and regulation, and prepare for international evaluations including MONEYVAL 2024	International Agreements & Conventions	Ensure compliance with agreed international agreements/standards	2025	

Work in preparation for the MONEYVAL 2024 evaluation is progressing with significant progress made in respect of changes to the criminal justice framework, with the States making a significant volume of legislation which is being operationalised in service areas.

In practical terms, the recruitment and retention of technically proficient staff remains the biggest challenge within the Economic & Financial Crime Bureau (EFCB). Recruitment campaigns are ongoing and the technology upgrade programme continues.





The Finance Intelligence Unit (FIU) and the EFCB are both now on statutory footings fulfilling the requirements of Financial Action Task Force Recommendation 30 – responsibilities and powers of law enforcement and investigative authorities. A key objective for the FIU is to develop and improve the effectiveness of financial intelligence and to help identify and tackle economic and financial crime both domestically and internationally. It is preparing an action plan focusing on the MONEYVAL assessment and immediate outcomes that relate to the FIU. The plan will detail

the current anti-money laundering/ combating the financing of terrorism systems and controls the FIU has in place; how the FIU can evidence effectiveness in core functions; and opportunities for improvements.

 <b>HOUSING</b>				
<b>ACTION</b>	<b>AREA OF FOCUS</b>	<b>WORKSTREAM</b>	<b>END DATE</b>	<b>RAG RATING</b>
Evaluate and prioritise development of the more impactful policy interventions to the private housing market to increase its capacity and affordability	Community Investment	Meet housing needs	2023	
Evaluate and implement actions to address private housing market capacity and affordability	Community Investment	Meet housing needs	2023	
Evaluate and implement actions to address key worker housing capacity and affordability	Community Investment	Meet housing needs	2022	
Progress proposals to the States by December 2022 on management of States' housing stock	Community Investment	Meet housing needs	2022	 Completed
Examine the case for developers to make a tariff payment in lieu of building affordable housing	Community Investment	Meet housing needs	2023	





<p>Publish a 'Housing Action Plan' for States-owned land as part of the 2022 year-end monitoring report, giving a comprehensive overview of States-owned land available for housing development</p>	<p>Community Investment</p>	<p>Meet housing needs</p>	<p>2022</p>	<p> Completed</p>
<p>Develop proposals for a scheme aimed at promoting and facilitating home ownership for a percentage of all homes managed or owned by the GHA and any homes managed by the Committee for Employment &amp; Social Security</p>	<p>Community Investment</p>	<p>Meet housing needs</p>	<p>2023</p>	<p></p>
<p>Examine the options for provision of States-sponsored mortgages, loans and financing options for deposits and purchases of properties available under a scheme aimed at promoting and facilitating home ownership</p>	<p>Community Investment</p>	<p>Meet housing needs</p>	<p>2023</p>	<p></p>
<p>Progress proposals to the States on the States' Strategic Housing Indicator (SSHI)</p>	<p>Community Investment</p>	<p>Meet housing needs</p>	<p>2022</p>	<p> Completed</p>

The States have made housing their most pressing issue and have progressed a General Housing Law with secondary legislation to follow to address concerns with the rental sector. Working with updated data a new plan has been published - 'The Guernsey Housing Plan' - which results from market analysis and evaluation of the most impactful actions for government.

Work to investigate the case for developers making a tariff payment in lieu of building affordable housing is underway and will be reported to the States. A review of systems in other jurisdictions has been undertaken and further to discussions with industry locally, a review of the tariff/affordable housing provision threshold is in development for Guernsey. Desktop research has been undertaken on '75% Market Value Home Ownership Schemes' in comparable jurisdictions to shape the approach to future work.

The one-off Housing Action Plan providing an update on States-owned land available for housing is now published. With a number of sites secured by the Guernsey Housing Association, some longer-term key worker housing provision is on the way alongside a mix of affordable homes

for islanders. However there remains a pressing immediate need for healthcare staff accommodation in particular, which has resulted in short-term policy exemptions for visitor accommodation use to be extended through 2023.

Following the outcome of the Population and Immigration Policy Review, the States' Strategic Housing Indicator has been published and accepted by the States. The Policy & Resources Committee and the Committee for Employment & Social Security concluded their work and agreed that the stock transfer of States-owned social housing to the Guernsey Housing Association will not currently go ahead. This is because the Policy & Resources Committee considers the one-off capital gain to the States insufficient to compensate for the loss of revenue from the rent roll given the revenue funding pressures for current services that the Assembly needs to address.



## POPULATION



ACTION	AREA OF FOCUS	WORKSTREAM	END DATE	RAG RATING
Determine what the Island's future population and immigration policy needs to deliver and set out a pathway to address the challenges that are being faced by the	Community Investment	Promote responsive population measures	2022	 Completed

The States determined their strategic population policy and a number of supporting actions in October 2022. Work now continues to bring these decisions into force, with the main changes to the permits framework implemented from April 2023.




The Population Review recognised that both the public and private sector are operating in a competitive employment market. Ensuring that employers can access and attract people with the skills to fill essential roles requires action across government. This is reflected in the decisions made by the States and the work now happening across Committees.



## SKILLS AND HUMAN CAPITAL DEVELOPMENT

ACTION	AREA OF FOCUS	WORKSTREAM	END DATE	RAG STATUS
Develop an action plan to successfully grow knowledge and skills to meet community needs (including immediate action delivery where possible)	Community Investment	Promoted education, skills and learning	2022	 Completed
Continued delivery of Human Capital Development Plan actions (embed implementation to the end of the political term)	Community Investment	Promoted education, skills and learning	2025	

The policy framework for the Human Capital Development Plan has been prepared. Proposals to share, further develop and oversee the implementation of the Plan with government, employers, and the third sector working in partnership are ready to launch as soon as initial States funding is reconfirmed.

 <b>IMPROVE LIVING STANDARDS</b>				
ACTION	AREA OF FOCUS	WORKSTREAM	END DATE	RAG RATING
Review minimum income standards with initial focus on income support and winter fuel allowance	Community Investment	Support healthy living	2024	
Develop proposals on the funding options for long-term care	Community Investment	Enable accessible and affordable 21st century health and care services	2023	

The majority of work in the review of minimum income standards is now complete following approval of the proposals set out in the ‘Non-Contributory Benefit Rates for 2023’ policy letter, which was debated in November 2022. The review of winter fuel allowance element of the work is on hold pending progress on scoping options for improving the energy efficiency of buildings.

Long-term care funding as part of the Supported Living and Ageing Well Strategy is a complex and interdependent area of work across a number of States’ Committees. The impact of the Islands’ increasing ageing population is the biggest social and financial pressure on the States. Work is underway to develop options for a new model for the delivery and funding of long-term care to be considered by the States Assembly no later than Q2 2024.



## HEALTH RECOVERY

ACTION	AREA OF FOCUS	WORKSTREAM	END DATE	RAG RATING
Agree proposals to provide targeted support based on affordability for primary care appointments and access to aids and adaptations	Community Investment	Enable accessible & affordable 21st century health and care services	2023	
Establish whether or not to explore the introduction of a compulsory insurance scheme for primary care	Community Investment	Enable accessible & affordable 21st century health and care services	2023	

Some changes have already been made to internal policies, which have the potential to reduce healthcare costs for islanders now. Progress had also been made in determining how to improve access to health aids and adaptations, but resources had to be diverted to support the States of Alderney manage severe operational challenges within Alderney's primary care system which impacted progress. Investigating the provision of a health insurance scheme was agreed by the States as an important element in the context of the new population policy and work has started.







## SUPPORT CHILDREN AND YOUNG PEOPLE

ACTION	AREA OF FOCUS	WORKSTREAM	END DATE	RAG RATING
Conclude Children Law enabling Ordinances and their implementation	Community Investment	Keep the Island safe & secure	2024	
Invest in education delivery through a COVID-19 recovery programme and the strategic and operational support to be delivered within schools and settings following Ofsted inspections	Community Investment	Keep the Island safe & secure	2024	



The Review of the Children Law and Outcomes phase 1 proposals were agreed by the States in November 2022. The implementation of those changes including the drafting of the legislation are being taken forward as a high priority by the Committee for Health & Social Care.

Investment in education delivery to address the short and long-term impact of COVID-19 disruption to young islanders' education is ongoing. A key part of demonstrating that continuous improvement is embedded within educational settings is external validation through Ofsted inspections. Where settings are not meeting expectations, a plan will be put in place to support, monitor and review practices and deliver additional continuing professional development to enable schools to improve. A recent monitoring report for a school not previously meeting expectations indicates this strategy is effective in driving school improvement.





## ENERGY RESILIENCE

ACTION	AREA OF FOCUS	WORKSTREAM	END DATE	RAG RATING
Develop the Electricity Strategy for the Island	Connectivity & Infrastructure	Secure future energy requirements	2022	 Completed
Implement actions to improve the outlook for an increase in use of renewables	Connectivity & Infrastructure	Secure future energy requirements	2024	 Not Started

The Electricity Strategy has been published and the way forward will rest on the decisions of the States in September 2023.



## ENABLING CLIMATE CHANGE MITIGATION AND ADAPTATION

ACTION	AREA OF FOCUS	WORKSTREAM	END DATE	RAG RATING
Respond to the agreement in principle to extend the Paris Agreement to the Island by establishing an expert panel to scope a proportionate and pragmatic pathway to net zero	Sustainable Economic Recovery	Invest in nature and the natural economy	2023	●
Implementation of the Paris Agreement on climate change and ongoing compliance	Sustainable Economic Recovery	Invest in nature and the natural economy	2026	●



Good progress has been made. UK officials advise that the extension request could be processed in the second half of 2023. The Island's approach to determine the best actions to mitigate and adapt to the effects of climate change is under review forming part of the discussions on the GWP reset.





## FIRST STEPS FOR THE BLUE AND GREEN ECONOMY



ACTION	AREA OF FOCUS	WORKSTREAM	END DATE	RAG RATING
First steps for the blue and green economy (including carrying out a seabed survey)	Sustainable Economic Recovery	Invest in nature and the natural economy	2023	

The plan is in development for the blue economy and the seabed habitat map is being produced based on updated empirical and modelled data.





## REGENERATION - FUTURE HARBOUR REQUIREMENTS

ACTION	AREA OF FOCUS	WORKSTREAM	END DATE	RAG RATING
Establish Development Agency and develop a strategic framework for States' approval	Sustainable Economic Recovery	Enable opportunities for regeneration	2022	 Completed
Agree the preferred direction for Guernsey's future harbour requirements	Sustainable Economic Recovery	Enable opportunities for regeneration	2022	

There are three closely interlinked workstreams which fall within the general heading of east coast development – (a) Future Harbour Operational and Commercial Requirements, (b) Harbour Action Area Local Planning Brief (LPB), and (c) Guernsey Development Agency.

States' Members have approved the Chair, Board Members, and governance and funding arrangements between the Guernsey Development Agency and the States of Guernsey. The Agency would operate in a shadow capacity working with States' Committees and officers until the completion of the LPB which is now underway. During 2022 the States

also revised the timeframe to the end of this political term to develop the future operational and commercial harbour infrastructure requirements. This will ensure that States' approved policies and plans for the regeneration of the harbour areas, which make up the largest areas of regeneration opportunity along the east coast, are cornerstones in the Key Infrastructure Delivery Programme.

# PRIORITY 1

# RESPONDING TO THE COVID-19 PANDEMIC

WORK STREAMS	AREAS OF FOCUS	PRIORITY
Monitor and mitigate COVID-19 risks	<b>Live responsibly with COVID</b>	<b>Responding to the COVID-19 Pandemic</b>
Manage COVID-19 as business as usual		

The Bailiwick is now living responsibly with COVID-19, with continued activity co-ordinated as part of routine service delivery. Ongoing steps include the targeted vaccination programme and the continued promotion of sensible and proportionate public health measures. Case numbers continue to be actively monitored to inform operational decisions within healthcare and other higher risk settings. There remains, however, the potential to ‘step-up’ the Bailiwick’s response in the future should that be necessary.

A consolidated factual record of the pandemic across the Bailiwick setting out its impact, how it was handled and its cost, has been completed and published in May 2023 as directed by the States.



## PRIORITY 2

# BREXIT AND MEETING INTERNATIONAL STANDARDS

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



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

This remains an important and sustained area of government policy as a self-governing jurisdiction and a significant draw on resources across many areas of the public service. The challenges and opportunities post-Brexit have continued to develop quickly and often unpredictably, alongside a changing political landscape in the UK and other geopolitical events, including the war in Ukraine.

Changes in the UK Government in 2022 affected the timeline for some workstreams involving the UK, including the conclusion of trade agreements. The death of HM Queen Elizabeth II and accession of HM King Charles III marked a significant constitutional moment, with a domestic constitutional process that had to take place at short notice. This

process had not been undertaken since 1953, so there was no corporate memory to draw on. Local elements were all successfully delivered thanks to years of planning and preparation, with the States of Guernsey working closely throughout with Government House, the Bailiff's Chambers and many others.

## **International Agreements and Conventions**

Maintaining compliance with international standards on financial crime and regulation remains critical; especially important in the coming months will be any final preparations for the upcoming MONEYVAL assessment in 2024.

Reporting under certain international conventions remains a vital part of our adherence to international standards. Reporting cycles in 2022 required Guernsey/Bailiwick submissions about certain International Labour Organization Agreements, the UN's Universal Periodic Review, the UN International Covenant on Economic, Social and Cultural Rights Convention (ICESCR), the UN International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), the UN Convention on the Rights of the Child (UNCRC) and updates to the UN Core Document.

The following international conventions have been extended to Guernsey during 2022: The Montreal Protocol on Substances that Deplete the Ozone Layer (including the Montreal and Beijing amendments); Trademark Law Treaty; and Singapore Treaty on the Law of Trademarks. The UK Government has consulted Guernsey on a range of post-Brexit international arrangements in respect of air transport, traffic, patient transfer agreements and extradition treaties.

Work continues on priority treaties including the Paris Agreement on climate change and the UN Convention on the Rights of Persons with Disabilities (UNCRPD). The costs and resource pressures resulting from the extension or alignment with treaties and conventions is increasingly going to need close scrutiny by the States given the ongoing financial pressures facing the Island, which may necessitate a change in the current approach to some of these agreements.

Although it is not an international agreement, another significant development in 2022 was the signing of a new UK-Bailiwick of Guernsey Reciprocal Health Arrangement (RHA). Residents from the Bailiwick will be able to access medically necessary healthcare free of charge whilst they are visiting the UK if

that treatment cannot wait until they return home. UK visitors will have the same arrangements in the Bailiwick. There are also advantages for costs of pre-authorized treatments in the UK (for treatments which cannot be provided on-island) when authorized by the States of Guernsey. A new RHA was a priority in Guernsey for some years (the last one ended in 2009) and came into effect on 1st January 2023.

Following decisions by all three parliaments in the Bailiwick, work is underway to move Royal Sanction for approving Bailiwick legislation from the Privy Council (presided over by HM The King) to the Bailiwick's Lieutenant-Governor (following a States' Resolution from 2016). Earlier delays had been caused by changes in the UK Government and then the accession of the new King on the death of HM The Queen in 2022.



## Substance, Taxation and Reporting

Guernsey has a long-established position as a cooperative jurisdiction for taxation. The Island's international reputation is influenced by its response to international tax standards and it prides itself on meeting and shaping those standards.

Guernsey continues to play an active role in the international work and technical discussions relating to the OECD. The proposals are intended to address tax challenges arising from the digitisation of the economy. The Island's authorities continue to consider what the implications will be for Guernsey and to plan accordingly. There is ongoing engagement with the OECD on tax transparency and during 2022 the OECD assessed that Guernsey is 'on track' in implementing the Common Reporting Standards.

The Island also continues to work closely with the EU Code of Conduct on Business Taxation and has implemented substance requirements for partnerships and is developing an appropriate tax return for this purpose. There has been ongoing monitoring of compliance with substance requirements, and Guernsey has not received any recommendations during

the second round – demonstrating the effectiveness with which the Island's substance regime has been developed and implemented.

As part of the alignment with certain EU tax standards, Guernsey committed to implementing Mandatory Disclosure Rules and has signed the Multilateral Competent Authority Agreement to facilitate mandatory disclosure reporting. The Revenue Service is now working with colleagues in Jersey and the Isle of Man to develop guidance and bilateral arrangements and prepare commencement regulations.

## Borders

Work continues to maintain compliance with the TCA and the UK-Bailiwick Customs Arrangement. Pragmatic and proportionate changes to legislation, systems and processes have been needed and will continue to be made when identified for any new trade-related agreements or amendments to existing agreements. Ongoing engagement between Guernsey's customs officers, trade officials and local businesses means that trade flows are continuing between the islands and trading partners. In addition, work is underway to simplify customs procedures wherever possible. Work is ongoing to monitor changes in



the UK and understand how each of those may affect Bailiwick legislation and systems, including the proposed repeal and amendment of EU retained law and the UK's proposed border model.

The UK's exit from the EU and the implementation of new regimes in the post-Brexit operating environment continue to have a significant operational and policy impact due to the level of heightened scrutiny the jurisdiction now faces as a member of the customs union and the Common Travel Area (CTA) and as it participates in UK Free Trade Agreements (FTAs). An effective immigration regime is achieved by maintaining membership of the CTA, facilitating the legitimate movement of people and ensuring a proportionate work permit policy.

There is a sustained focus on securing the Bailiwick's interests by safeguarding revenue collection and providing a secure border, facilitating legitimate trade whilst ensuring compliance with customs obligations and international standards. There are likely to be new policy, operational and infrastructure requirements at Guernsey's ports when the UK determines its permanent border model to operate in the post-Brexit era. Guernsey will seek to implement a relevant, proportionate and practical locally focused solution.

## Trade Arrangements

During 2022 and the early part of 2023, as part of work to implement the TCA, there has been intensive discussion about fisheries with the European Commission and French Government, alongside the UK Government. Discussions centred on the meaning of the 'actual extent and nature' of fishing activity that can be demonstrated for the reference period (a three-year period before the UK left the EU, as set out in the TCA). To fully comply with the Bailiwick's obligations under the TCA, licence conditions have been applied to licensed vessels to set a stable level of activity reflecting the normal fishing activity undertaken in Bailiwick waters during the reference period.



The Bailiwick has been successfully included in UK FTA and trade agreements concluded post-Brexit. For FTAs, this has meant inclusion for trade in goods with an extension mechanism to allow inclusion for the cross-border trade in services and investment in the future. These include: Australia, Japan, New Zealand, digital trade agreements

with Singapore and Ukraine, and UK-USA state-level Memorandums of Understanding. Guernsey's trade strategy continues to be developed, working closely with the Trade Policy Forum. Other FTAs currently in negotiation, which Guernsey is seeking participation, include the Gulf Cooperation Council (GCC), Mexico, Israel, Turkey, Maldives, Canada, Greenland and Switzerland.



The States agreed to seek full participation (for goods, services and investment) in respect of the Comprehensive and Progressive Agreement for Trans-Pacific Partnership (CPTPP) as part of the UK's accession process to it. Guernsey has completed compliance reviews to demonstrate that the islands comply with all elements of the CPTPP. Coverage has been secured for the Bailiwick to trade goods within the CPTPP and, as agreed by the CPTPP parties, work is ongoing to seek services coverage. Guernsey has worked closely with Jersey and the Isle of Man on trade matters to seek to ensure our interests align wherever possible, so that the collective position is stronger during negotiations.

## PRIORITY 3

# DELIVERING RECOVERY ACTIONS

WORK STREAMS	AREAS OF FOCUS	PRIORITY
<ul style="list-style-type: none"> <li>Invest in the finance sector</li> <li>Accelerate the digital economy</li> <li>Unlock enterprise</li> <li>Invest in the visitor economy</li> <li>Invest in nature and the natural economy</li> </ul>	<p><b>Sustainable Economic Recovery</b></p>	<p><b>Delivering Recovery Actions</b></p>
<ul style="list-style-type: none"> <li>Enable opportunities for regeneration</li> <li>Secure future energy requirements</li> <li>Secure transport connectivity and infrastructure</li> </ul>	<p><b>Connectivity and Infrastructure</b></p>	
<ul style="list-style-type: none"> <li>Promote education, skills and learning</li> <li>Meet housing needs</li> <li>Keep the Island safe and secure</li> <li>Promote responsive population measures</li> <li>Support healthy living</li> <li>Enable accessible and affordable 21st century health and care services</li> </ul>	<p><b>Community Investment</b></p>	

## Sustainable economic recovery

Guernsey Finance continues to receive additional funding until mid-2024 to support the promotion and development of the finance sector, and further additional funding is being recommended to the States.

Fibre roll-out is progressing to plan and there has been a comprehensive review of activities under the digital framework and a refreshed action plan has been produced. Discussions have commenced with the Guernsey Competition & Regulation Authority and on-island telcos in respect of developing the 5G licensing framework. A review of legislation and actions required for introducing Telecoms Security Requirements has also started.

A new arms-length Tourism Management Board has been established and will be responsible for developing a Tourism Strategy, working in collaboration with the tourism and hospitality industry. In addition, the arm's length Guernsey Retail Group is now well-established.

Initiatives to promote enterprise and skills are progressing: proposals to pilot a Guernsey Enterprise Investment Scheme are being developed and work continues

to create a Skills Development Board to commence delivery of the Human Capital Development Plan.

In terms of supporting emerging economic opportunities, initial research and meetings with stakeholders from the creative industries have developed understanding of the sector's potential. In addition, work through the British-Irish Council has improved understanding of how to encourage and facilitate the establishment of more 'social enterprises' in the Island.

## Connectivity & Infrastructure

Regular meetings continue with the Government of Jersey and Condor Ferries to progress agreement of a long-term operating agreement. The Roll on/Roll off Ferry Services Law, which will provide a licensing framework for ferry services, has been drafted and initial consultations held with stakeholders. Further progression of enabling legislation is on hold pending progress with the long-term operating agreement. Priorities for air route development have been identified and dialogue with operators is progressing.



There is an outstanding States' Resolution to bring a business case and cost benefit analysis of an extension of the runway at Guernsey Airport to the States of Deliberation. The updated cost-benefit analysis for a runway extension has been concluded by Frontier Economics and additional forecasting and economic analysis has been completed to inform the Guernsey Airport Master Plan. In addition, further work on the design and cost of options that utilise EMAS (Engineered Materials Arrestor System) has now been completed. A policy letter has been published for debate in Q3 2023.

## Community Investment

The action to reduce the backlogs and waiting times across health and care services to pre-COVID-19 levels is progressing with a range of interventions, e.g. the de Havilland unit at the hospital opened in October 2022, which provides nine beds ring-fenced for orthopaedic surgery and funding has been increased.

Work to implement the recommendations of the nasen Report on special educational needs and disability provision is fully funded and ongoing with some of the 18 identified recommendations completed and others included as workstreams in the

operational plans underpinning the Education Strategy. New Education Law proposals were withdrawn during debate in Q2 2023 and are being revisited with the intention of returning to the Assembly this political term.

The States have also approved the governance structure of 'Your Island Pension' (YIP), the States-facilitated secondary pension scheme which will be open to all savers. The Secondary Pensions Law has also passed through the States and the Law was approved by the King in Council on 19<sup>th</sup> July 2023 to be registered by the Full Court on 4<sup>th</sup> September. YIP will be launched on a voluntary basis on 1st January 2024. From 1<sup>st</sup> July 2024, employers with 26 or more employees will have a statutory duty to enrol their employees into an approved pension scheme, be that YIP or an approved scheme run by another pension provider. The auto-enrolment duty will then be rolled out in a phased way to all employers over a 15-month period.

Other areas of legislation are also progressing. More recently the update of the Environmental Pollution Law (Water) was completed and the updated animal welfare policy proposals are expected in the States in late 2023.

Phase 1 of the Prevention of Discrimination Ordinance has now all been approved and work to prepare for its implementation is well underway with the States having appointed a Director of the Employment & Equal Opportunities Service. From 1<sup>st</sup> October 2023 it will be unlawful to discriminate against a person in employment, in the provision of goods, services and accommodation, and in the membership of clubs and associations, on the basis of disability, carer status, race, religion or belief, and sexual orientation. Some provisions will come into force at a later date. It will not be possible to make a complaint in relation to the field of education before 1<sup>st</sup> September 2025, and the duty to make reasonable adjustments which may involve making a change to a physical feature, and the requirement for public facing services to produce an accessibility action plan, will come into force no earlier than 1<sup>st</sup> October 2028.

Previously approved legislation is also progressing toward full implementation. The Lasting Powers of Attorney Ordinance came into effect under the Capacity Law in April 2022 and work is ongoing to prepare for the Protective Authorisation Scheme's implementation. A draft Code of Practice is nearing completion and work has also begun to scope unmet needs for an adult

advocacy service. Recognising that sustained funding will be challenging, this work will initially focus on meeting the requirements for Independent Capacity Representatives to support the implementation of the Capacity Law.

Work to implement the Human Tissue and Transplantation Law is now complete. A Code of Practice has been prepared and the Law and its subordinate legislation came into effect from January 2023.

Work is continuing to conclude a Bailiwick enabling Law to establish an independent Commission to regulate health and care provision, as well as suitable and effective regulatory standards for a wide range of health and care sectors. Secondary legislation will follow to develop sector-specific regulation by Ordinance. This is critical to the successful implementation of a new model of supported living which is under development as part of the Supported Living and Ageing Well Strategy (SLAWS) and will be brought to the Assembly by the end of Q2 2024.

The States now have an agreed Justice Framework and are working to draw together the supporting action plan which identifies cross-committee policy and service delivery activity that supports the outcomes set out in the Framework.

Government's commitment to justice is a multi-term ambition which acknowledges there is a need to focus on sustaining service delivery proportionately and pragmatically while selectively progressing strategic priorities to meet the evolving needs of the community as resource and funding become available.

The updated Domestic Abuse & Sexual Violence Strategy was approved in September 2022. It seeks to maintain existing services and has secured States funding to commission a three year pilot sexual assault referral centre in partnership with the third sector to support survivors of domestic abuse and sexual violence.



# PRIORITY 4

## RE-SHAPING GOVERNMENT

WORK STREAMS	AREAS OF FOCUS	PRIORITY
<ul style="list-style-type: none"> <li>Enable the transformation of public services to meet 21st century requirements</li> <li>Establish commissioning infrastructure</li> </ul>	<b>New Ways of Working</b>	<b>Re-shaping Government</b>
<ul style="list-style-type: none"> <li>Sustain government finances</li> <li>Define future Bailiwick relationships</li> <li>Secure necessary evidence base</li> <li>Maintain essential infrastructure and systems</li> </ul>	<b>Long-Term Sustainability</b>	
<ul style="list-style-type: none"> <li>Enhance the operation of government</li> </ul>	<b>Effective Government</b>	

Like the majority of developed jurisdictions, Guernsey’s population is ageing. Delivering services in the current manner to an ageing population is costing more and is unsustainable because the working population is reducing.

A progressive restructure of the social security system, an increase in the personal income tax allowance and a

new lower rate of income tax at 15% on all income up to £30,000 were proposed in February 2023 combined with the introduction of a Goods and Services Tax. This sought to mitigate the impact on lower income families while raising States’ Revenues by £50 to £60 million from 2025 from those who spend the most and could most afford the increases in taxation.



The States rejected those proposals and have not yet determined sources for increased and sustained government funding which will impact services if financing is not agreed. Neither the community nor its government wants to see the standard of living eroded and all Committees of the States are now working hard on the directions for revenue raising and cost saving that the States will consider in due course.

Implementing the decisions arising from the Tax Review will be a critical activity for the rest of this political term. However, it will not negate the need for the States to be increasingly focusing investment on critical enablers such as digital, housing and built infrastructure, where delivery programmes are under strain due to inflation. The affordability and deliverability by contractors of the current programme are being revisited by the States in October 2023.

Working with partners will also assist with the delivery of services for the community and the States have recently made an appointment to the role of commissioning lead. Partnership working is also more actively being explored through the Bailiwick family led by the Policy & Resources Committee working with the States of Alderney and Chief Pleas of Sark.

Alderney Care is the first tangible result with both jurisdictions working to secure primary care services in Alderney.

Public Sector Reform delivery has not yet met aspirations both in terms of pace and results. Most critical is the investment in data centres and incremental replacement of legacy systems. Proposals for the future structure and working arrangements of the political body are under consideration. Simultaneous electronic voting has been successfully implemented at States' Meetings and the review of the States' Members' Code of Conduct has been completed with an appointment made to the new role of Commissioner for Standards.



The GWP's outcomes are monitored in the Better Life Indicators report, to be next published in Q4 2023, which provides an overall impression of quality of life in Guernsey compared to other jurisdictions using internationally comparable indicators established by the Organisation for Economic Co-operation and Development (OECD).



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

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Discharging the  
'Housing Action Plan'  
Resolution

# Introduction

The annual Government Work Plan (GWP) was debated by the States in July 2022. An amendment proposed by Deputy Inder and seconded by Deputy Ferbrache (amendment 4), which was subsequently carried, proposed:

“ To incorporate the following action into the Government Work Plan framework and to direct the Policy & Resources Committee to apply category 1 status to it:

Housing: i. Publish a ‘Housing Action Plan’ for States’ owned land as part of the 2022 year-end monitoring report, giving a comprehensive overview of States’ owned land available for housing development and any land considered for housing development by the former Housing Action Group (HAG) and the Committee for Employment & Social Security. This should include where States’ owned land is available for: a) private ownership b) joint ventures c) self-build d) social housing (social rental, key worker, part ownership and specialised housing). ”

The Committee for Employment & Social Security has advised the Policy & Resources Committee that it has completed a review of land acquired for the Affordable Housing Development Programme by the Guernsey Housing Association, which includes social rental, key worker, partial ownership and specialised housing. This information is included and is current as at 25<sup>th</sup> July 2023.

The Policy & Resources Committee is also publishing a list of States’ owned land that could become available for housing development having applied the methodology set out overleaf.

This completes the information that was requested.

The Policy & Resources Committee has continued to prioritise its work to improve the supply and affordability of homes in the Island and is actively working to stimulate regeneration of the Bridge through housing and associated flood defences. This is not captured in the table overleaf as it remains subject to ongoing due diligence and negotiations and ultimately the support of the Assembly. It will also require prioritised capital funding allocation by the States when they consider the Government Plan Work at their meeting on 18<sup>th</sup> October.

‘The Guernsey Housing Plan’ has now also been published by the Committee for the Environment & Infrastructure to set the priority of wider activity to address housing shortages in all sectors.

# Affordable Housing Development Programme

The Committee for Employment & Social Security has provided a prioritised list of States’, GHA and privately owned sites for delivery in the short, medium and long-term (see table below), recognising the importance of timeframe and affordability to ensure those sites pursued first are the most deliverable from a practical perspective, as well as being best value for money. The seven prioritised sites (as shown in the short-term column below) are estimated to deliver approximately 415 units, of which 118 are intended to be for key workers or specialised accommodation.

Short-term (next 5 years)	Medium-term (5-7 years) or unknown timeframe	Long-term (7+ years)
La Vieille Plage 14 specialised units for HSC service users (Adult Learning Disability)	Pointues Rocques GP11 allocation of 16 units	Clairval central island (possible infill)
Fontaine Vinery (Phase 1) and Duval Vinery 133 mixed tenure	St Martin’s Hotel Potential GP11 allocation	Courtil Bris (possible infill)
Domaine des Moulins (CI Tyres) 54 key worker units	Mallard Potential GP11 allocation	Fontaine Vinery (phase 2)
Parc Le Lacheur (Kenilworth Vinery) 131 mixed tenure		Guernsey Business Park
Rue de Dol extension c.32 mixed tenure		Les Genats redevelopment
Sir John Leale Avenue 1 unit to meet specific need		Pitronnerie Road potential housing site
Braye Lodge Hotel c.50 key worker units		Sir Charles Frossard House car park
		La Vrangue housing allocation area (not existing estate)
		Mahaut Gardens (possible infill)



# Shortlist of States owned sites with potential for housing development

## Island Development Plan Spatial Policy

In order to create a comprehensive list of States' owned land, the States Property Unit provided a GIS (Geographic Information Systems) map layer containing entries for all States owned sites. Those considered for housing development by the former Housing Action Group and the Committee *for* Employment & Social Security which are not States owned were added.

GIS tools were used to separate land parcels into groups based on where they are located in relation to the IDP spatial policies (see Appendix).

A number of sites were filtered out as housing development would not meet the relevant IDP policy requirements, as shown below.

- **Size.** The site was too small to support housing development;
- **The current use renders the site unsuitable.** Unsuitable sites were considered to be coastal land, historical sites and monuments, harbours, and utilities;
- **The 2016 IDP Spatial Policy (S11) land outside of the centres unless already housing sites.** This is because new housing is not supported outside of the centres unless it is a conversion of a redundant building or subdivision of existing dwellings;
- **IDP designations: Land that is within designations that do not support housing development.** These are any sites within:
  - Sites of Special Significance (SSS, Policy GP24),
  - Important Open Land (IOL, Policies MC15/LC16),
  - Agriculture Priority Areas (APA, Policy OC5(A)7),
  - Harbour Action Areas (not as part of a Local Planning Brief) (HAA, Policy MC108),
  - Key Industrial Areas and Key Industrial Expansion Areas (KIA and KIEA, Policy MC5(A)<sup>9</sup>).

## Yield estimations (model-led)

For all remaining sites, the potential yield (number of residential units) was calculated using density assessments from the Strategic Housing Land Availability Assessment (SHLAA)<sup>10</sup>. Minimum and maximum density assumptions are used so there is a minimum and maximum expected yield.

Where sites already contain residential units, the current number of units has been used in a calculation of net unit gain. Sites are highlighted where redeveloping a residential site would not result in additional units.

## Previous Assessments

The database identifies if a site:

- falls within an approved Development Framework;
- has been considered by HAG or the Committee *for* Employment & Social Security;
- has been the subject of a SHLAA<sup>10</sup> assessment;
- is listed under the States Strategic Property Policy;
- or has planning permission attached to it.

Some of the land previously considered for housing development was not owned by the States but has the same analysis applied as the States owned property.

## Further Narrowing Down

Sites were subject to a further filter and removed if they:

- were already developed as housing sites;
- had been sold or were for sale;
- had been leased out on a long-term basis; or
- were situated where a change of use could not occur in the foreseeable future due to factors such as the need to relocate services.

## Summary

This provides the data requested giving a comprehensive overview of States' owned land available for housing development within current parameters and any land considered for housing development by the former Housing Action Group (HAG) and the Committee *for* Employment & Social Security.

**No sites in this list have funding allocated and there are no proposals in progress.**

## States owned sites

Site	Current Use	Yield (model led)
Chateau Reve, Route du Camp du Roi	Housing	6-11
Ivy Castle Lane	Field	28-53
Les Marais Centre, Le Grand Bouet	Health	3-5
Quinn House, Amherst	Health	5-10
Route Des Coutanchez	Field	22-44
Victoria Road	Parking	1-3
Coutanchez Campus, Route Des Coutanchez	Education / Child Care	23-43
Craft Centre, Rue Des Monts	Education / Child Care	3-6
Delancey Campus, Rue Des Monts	Education / Child Care	14-27
Long Acre, Les Baissieres	Housing	7-13
Lukis House, La Grange	Office	9-15
Grange House, St. John Street	Office	2-3

Mill Cottage, Arsenal Road	Commercial	4-8
St Julian's House, Les Vauxlaurens	Housing	19-29
Swissville, Rohais	Health	29-54
Greenhouses, Longue Rue	Industry	23-44
Hospital Lane	Police	13-20
Garage, Rougeval, Rouge Rue	Commercial	1-2
Maison Celine, Hospital Lane	Housing	2-4
North View, Route De Carteret	Housing	3-5
Odeon Car Park	Parking	18-28
Rosemary Lane	Parking	10-17
3, St. John Street	Office	2-4
Beau Sejour Car Park	Leisure	163-295
Sir Charles Frossard House	Office	30-46





# Appendix

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## <sup>1</sup> Policy S1: Spatial Policy

The IDP Spatial Policy is directed by the Strategic Land Use Plan Spatial Strategy. This is to concentrate the majority of new development in the Main Centres and the Main Centre Outer Areas to maintain the vitality of these areas, and to make provision for limited development in the Local Centres to support and enhance them as sustainable settlements and community focal points and to allow for development Outside of the Centres in identified specific circumstances, in accordance with the Strategic Land Use Plan.

## <sup>2</sup> Policy S5: Development of Strategic Importance

Proposals for development that is of Strategic Importance, and which may conflict with the Spatial Policy or other specific policies of the Island Development Plan, but which is clearly demonstrated to be in the interest of the health, or well-being, or safety, or security of the community, or otherwise in the public interest may, exceptionally, be allowed where:

- a. there is no alternative site available that, based on evidence available to the Authority, is more suitable for the proposed development; and,
- b. the proposals accord with the Principal Aim and relevant Plan Objectives.



## <sup>3</sup> Policy S6: Strategic Opportunity Sites

Proposals for development that is clearly demonstrated to be capable of delivering strategic objectives of the States of Guernsey may, exceptionally, be allowed on specific sites identified by the Development & Planning Authority as Strategic Opportunity Sites that are, or are becoming, obsolete for their intended purpose or are underused in their current form provided that:

- a. it can be demonstrated that the proposals would meet a specific social, economic or environmental objective of the States of Guernsey, as set out in the States' Strategic Plan; and,
- b. it can be demonstrated that the proposals otherwise meet the Principal Aim and Island Development Plan 2016 relevant Plan Objectives and relevant General Policies of the Island Development Plan: and,
- c. proposals for development are in accordance with an approved Local Planning Brief for the site; and,
- d. the development will result in an environmental enhancement of the area.

## <sup>4</sup> Policy GP2: Sites of Special Significance

Sites of Special Significance are areas which have been identified as having special significance because of their archeological, historical, botanical, geological, scientific, cultural, zoological, or other special interest and which it is desirable to preserve, enhance or manage.

## <sup>5</sup> Policy MC1: Important Open Land in Main Centres and Main Centre Outer Areas

Within and around the Main Centres there are areas of open land that provide breathing space within the built environment and in most cases offer views across undeveloped land. These are important to protect, not only in order to retain areas that provide visual amenity and separation between settlements, but also to prevent the potential wholesale development of the Main Centres and the Main Centre Outer Areas and the subsequent loss of important open spaces within them.

## <sup>6</sup> Policy LC1: Important Open Land in Local Centres

Within some of the Local Centres there are areas of open land that provide visual or recreational amenity and provide breathing space within the built environment, in some cases offering views across undeveloped land. These are important to prevent the potential wholesale development of Local Centres, helping to ensure that development is proportionate and appropriate to the scale of the Centre concerned whilst preventing the loss of important open spaces within them and the erosion of their distinctive character and amenity.



### **7 Policy OC5(A): Agriculture Outside of the Centres - within the Agriculture Priority Areas**

Proposals for the development of new farmsteads whether on existing or proposed holdings will be supported where:

- a. the resultant farmstead would meet an acknowledged need and where the requirement could not be reasonably, or practically, assimilated into an existing or former farmstead; and,
- b. the proposal does not involve the erection of a new dwelling house.

### **8 Policy MC10: Harbour Action Areas**

These areas have significant potential for commercial development and expansion, development and support of the visitor economy, leisure, recreation and cultural opportunities, the improvement of the appearance and accessibility of public places and the enhancement and reinforcement of the historic setting of the harbours. Development in the Harbour Action Areas must come through a Local Planning Brief for the areas.

### **9 Policy MC5(A): Industry, Storage and Distribution Uses in Main Centres and Main Centre Outer Areas - within Key Industrial Areas and Key Industrial Expansion Areas**

There are four Key Industrial Areas identified on the Proposals Map, each with an identified Key Industrial Expansion Area. Within the designated Key Industrial Areas proposals for new or alteration, extension or redevelopment of existing industrial or storage and distribution developments and related ancillary development will be supported. Proposals for the change of use or redevelopment of existing sites away from industrial or storage and distribution uses will not be supported.

### **10 Strategic Housing Land Availability Assessment (SHLAA)**

This is part of the IDP evidence base. It is effectively a 'stock check' of the supply of potential development sites for housing in Guernsey that enables a forecast of land supply to be prepared and can be updated over time. The SHLAA was last updated in 2021. The SHLAA considers sites in relation to whether they are available, deliverable and developable. Each site is assessed for its development potential (i.e. the number of dwellings that could be achieved on the site, or 'yield'). The estimated development potential is presented as a lower and higher range for the number of dwellings that could be achieved.







States of  
Guernsey