

SUMMARY OF KEY ACTIONS RAISED BY COMMITTEES**Committee *for* Education, Sport & Culture****Recovering from the pandemic**

- 1.1 While the continued efforts of staff, parents, and learners – coupled with the wider community adherence leading to relatively short lockdowns in the Bailiwick – has left the Bailiwick in a favourable position and has significantly mitigated the effects of the pandemic on children and young people, educational delivery has unavoidably been affected.
- 1.2 Through both periods of lockdown, and the subsequent resumption of services, the Committee *for* Education, Sport & Culture, supported by educational leaders, has sought to understand the pandemic's effects on progress and attainment as well as mental health and wellbeing across the workforce and student population. While many learners have been able to adjust successfully to the unprecedented circumstances, the Committee *for* Education, Sport & Culture has considered how to provide more focused support to those most affected.
- 1.3 The Committee has identified several areas where the available data indicates the need for specific action and has already started to address issues. While benefits are being seen, the Committee believes that further, targeted activity is necessary through one-off measures of £1.314m over 2022-2024.

Strategic investment in continuous education improvement

- 1.4 In addition to the direct effects of the pandemic detailed above, the longer-term development of continuous educational improvement has been affected indirectly by the pandemic with resources necessarily focusing on the immediate provision of services, leaving insufficient capacity to progress wider work. This has unavoidably led to several workstreams being affected including:
 - Building resilience in education delivery – The Committee *for* Education, Sport & Culture is seeking an ongoing funding requirement of £1.04million per annum from 2023 as an additional revenue spend for the 'Strategic investment in continuous education improvement' in the GWP to permanently increase the capacity and resilience in education services. The Committee advises this investment is necessary to bring about a more sustainable delivery model able to respond flexibly in the future, resilient to disruption, and ultimately to bring about improved outcomes.

- The implementation of the Guernsey and Alderney SEND Review by the National Association for Special Educational Needs. Completed in Spring 2021, this sets out a number of recommendations over the short and medium term including the staged elevation of the level of universal provision, updates to the SEN Code of Practice, and greater strategic and operational alignment between Education Services and Health and Social Care Services. The recommendations were approved in full by the Principal Committees involved and baseline funding for additional resources was agreed through the GWP last year. The work now requires the allocation of resources in the short term to lead and implement the work:- a one-year post to develop and establish implementation plans for a new SEND Code of Practice, and a two-year post to lead on the operational integration of relevant services across Education Services and Health and Social Care services.
- School inspections have resumed this academic year following extensive work with Ofsted to develop a new local inspection framework which acknowledges the unique education system, will allow schools to demonstrate the breadth of curriculum, and how they contribute towards learners' broader development. The framework provides opportunity for independent and impartial feedback to schools, supporting their continued improvement and the development of learners' skills and resilience, linking to the ongoing work in respect of skills and human capital development. A two-year post is needed to lead on the strategic and operational support, ensuring schools receive appropriate monitoring, support, and challenge while the new inspection framework embeds.
- The repeal and replacement of the outdated Education Law is an ongoing and necessary enabler for the 21st Century education system the Bailiwick deserves. The Committee recommends that the high-level policy development work which would underpin a new enabling law be brought forward to commence in 2023 to ensure it is concluded this political term, noting that subsequent secondary legislation will be needed but this work has not been scoped. This will be best accelerated by securing short-term additional support additional to the capacity within the Committee's Office.

Committee for Employment & Social Security

Long Term Care Insurance Scheme

- 1.5 Since the introduction of the Long-term Care Insurance Scheme in 2003 to assist eligible islanders with the cost of care in private nursing and residential homes, there has been an acknowledged challenge in balancing islanders' fair access to care and ensuring the long-term sustainability of funding.

- 1.6 In 2016, the States directed that the Policy & Resources Committee would be responsible for ensuring that the Supported Living and Ageing Well Strategy continues to be taken forward. In August 2020, the States considered a subsequent Policy Letter entitled 'The Supported Living and Ageing Well Strategy: Extending the Life of the Long-term Care Insurance Scheme'¹ which sought to stabilise the care market; encourage investment to meet growing demand; extend long-term-care benefits to incorporate care provided at home; and secure the long-term sustainability of the Scheme.
- 1.7 The Policy & Resources Committee, as part of the Review of Taxation and in consultation with the Committee *for* Employment & Social Security, was directed to identify a suitable source of funding to ensure the long-term stability of the Long-term Care Insurance Fund.
- 1.8 Short-term action has been taken to address the viability of the sector through increases to the weekly rates of long-term care benefits and the co-payment paid by individuals.
- 1.9 However, longer-term actions remain outstanding: the extension of funding to incorporate care at home (addressing the complexity of current arrangements and the resultant inequalities and inconsistencies); and the introduction of a higher rate of benefit payable for exceptional and complex cases. These need to be re-assessed.
- 1.10 Operational issues centre on the establishment of contractual arrangements with providers in order to provide certainty of income for the care home and certainty on the number of beds available at 'States rates'; and measures to ensure the financial sustainability of the Long-term Care Insurance Fund in the context of the changing demography also remain outstanding.
- 1.11 The strategic and operational importance of securing a sustainable future approach to long-term care, and the detrimental impact of current arrangements on islanders, providers, and the States of Guernsey, continues.
- 1.12 There is currently insufficient bed capacity within the care home sector to meet demand. This has consequentially placed increased pressure on Health and Social Care services, leading to islanders remaining in less appropriate care settings. This detrimentally affects the individual, their families, and the wider care system as the reduced patient-flow through the hospital contributes towards the regrettable, but necessary, postponement of other healthcare interventions. Managing the consequences, rather than addressing the root causes of the current challenges, risks a short term, reactionary approach and the Committee *for* Employment & Social Security has suggested a concerted effort by the States

¹ [Billet d'État XVI of 2020](#)

is required to assist the market and provide support to affected islanders in a sustainable manner.

- 1.13 The Committee *for* Health & Social Care has strong working relationships with the care home sector which have been developed further, and formalised, over the course of the pandemic. However, it is recognised that the success of these operational relationships is ultimately reliant on the appropriate legislative and financial framework. In addition to giving effect to the strategic direction set through the Supported Living and Ageing Well Strategy, there are outstanding commitments to enhance the governance arrangements that exist at an operational level to ensure, and demonstrate, safety. It has been recognised since 2007² that there is opportunity to strengthen the existing regulation in the care sector and the planned, incremental introduction of regulation across the health and care system can help support this and be prioritised accordingly by the Committee *for* Health & Social Care once the Regulation Projet de Loi has been finalised. The need for appropriate adult safeguarding arrangements is well recognised and will become increasingly important as care models diversify to allow care at home, linking to the vetting and barring legislative work. Both these actions remain in the GWP and are phased to align with the developing funding model for long term care.
- 1.14 The population is ageing and the coordination of services, relationships with providers and clarity of services on offer is of increasing importance. It is a complex area and will draw heavily on both clinical subject matter experts and the States' policy team. It cannot currently be resourced by either Committee.

Minimum income standards

- 1.15 The increasing cost of living, and the associated effects of social conditions and inequalities in health and wellbeing, is acknowledged internationally and brings into increasing focus the efficacy of state support. There are a number of extant States' Resolutions which collectively have identified the need to ensure that local benefit rates are set at the right level, enabling islanders to participate in society, contribute to the economy, and achieve positive health and social outcomes for themselves and their families.
- 1.16 It is widely recognised that there is a strong correlation between low incomes and poor social outcomes in terms of health and education on an inter-generational basis. Income levels contribute towards an unequal ability for individuals to engage in meaningful work, secure housing, develop self-esteem, and maintain health behaviours. Recognising the longer-term benefits for individuals, the community and the economy, the States have previously made a number of commitments, including:

² [Billet d'État XX of 2007](#)

- To make use of any opportunities to improve health or reduce health inequalities, across all government policies³;
- To commission an independent analysis in order to update the minimum income standard for Guernsey.⁴ This was undertaken last year and even when adjusted by the Committee *for* Employment & Social Security to remove items deemed to be non-essential for benefit purposes, has illustrated, in some cases, significant misalignment with the current Income Support requirement rates;
- To co-ordinate an investigation of the most effective means of addressing energy poverty;⁵
- To address the future of the benefit limitation, earnings disregard and personal allowances⁶ to provide a greater incentive to work and thus support the work to invest in the Island's human capital.

1.17 The Committee *for* Employment & Social Security recommends that these workstreams are consolidated and accelerated through a prioritised focus on Income Support through 2022 and 2023. The Committee *for* Employment & Social Security places such importance on this work – given that those on low incomes are most likely to be affected by sudden or unforeseen economic changes – that it considers it necessary to deprioritise other workstreams, such as SLAWS, in order to reallocate its resources.

Committee *for the* Environment & Infrastructure

Maximise the sustainable social and economic use of our island and marine environment

1.18 The Committee *for the* Environment & Infrastructure is leading on the policy areas seeking to mitigate the impacts of climate change that are critical to our sustainability and resilience. If we use Guernsey's natural assets unsustainably, without some investment now, we will either irrevocably damage those assets or we will need to spend more to repair and sustain them in the future.

³ [Billet d'État XXIV of 2017](#)

⁴ [Billet d'État XXI of 2019](#)

⁵ [Billet d'État XI of 2020](#)

⁶ [Billet d'État XXIII of 2018](#)

- 1.19 The Committee is working to reduce dependence on hydrocarbons for fuel; to extend the Paris Agreement to the Island; and to create plans that maximise the sustainable social and economic use of our island and marine environment. The latter will include working with the Committee *for* Economic Development on exploring areas such as renewable energy.
- 1.20 The Committee has sought support in restructuring funding and allocation of additional resource to accelerate the three interdependent areas of policy – electricity and renewables; enabling climate change mitigation and adaptation; and the first steps for the blue and green economy.
- 1.21 The Committee has also worked with the Guernsey Community Foundation and other partners to establish a Nature Commission, which will support a community partnership approach to the Strategy for Nature. The benefits are many fold for both islanders’ wellbeing and our competitiveness in a number of economic sectors important to the Bailiwick where demonstratable commitment to our natural environment is important.

Committee *for* Health & Social Care

Review of the legal status of cannabis

- 1.22 Through the GWP, the Assembly agreed that work to *‘Explore options for alternative and non-punitive approaches to the possession and use of small quantities of illegal drugs’* should progress as resource became available.
- 1.23 The Non-punitive Approaches (NPA) Project Board was established with Members from both the Committee *for* Home Affairs and the Committee *for* Health & Social Care. At the start of its work, the NPA Project Board considered the relevant Resolution alongside the NPA timeline and the overall Bailiwick context. In considering the section 3(iii) *‘the potential for moving from a regime governed by the criminal law towards a partly or wholly regulatory approach to all aspects of personal drug use’*, the NPA Project Board used the following definitions:
- Decriminalisation – ceasing to treat something as illegal or as a criminal offence.
 - Legalisation – a regime in which a drug or drugs is/are decriminalised and aspects that may include production, distribution and taxation are controlled by government.

- 1.24 It was agreed that exploration of decriminalisation or legalisation would not be included as part of the NPA work, preferring a phased approach in order to make progress. In reaching this decision the NPA Project Board considered the wider Bailiwick context including the developing Justice Framework, and the cannabis industry and its Memorandum of Understanding (MOU) with the UK Government which makes any review of the legal status of illegal drugs, and cannabis in particular, a complex area of policy.
- 1.25 The review of the legal status of cannabis in this political term remains an objective of the Committee *for* Health & Social Care, notwithstanding it recognises that this would require detailed consideration of various political, reputational, and commercial aspects and comprehensive engagement with the community.
- 1.26 The work to consider a regulatory framework would likely require the additional involvement of the Committee *for* Home Affairs in relation to the Justice Framework; the Policy & Resources Committee will be engaged through its external relations mandate; and the Committee *for* Economic Development in relation to the cannabis industry. Indeed, views would likely also be sought from the Committee *for* Education, Sport & Culture, the third sector, clinical professionals, and the community, to inform any recommendations.
- 1.27 Subject to other demands associated with any potential future waves of COVID-19, the Committee *for* Health & Social Care has indicated, by a majority, that it would utilise its limited capacity within Public Health Services to scope the project in quarter 1 of 2023. The Committee would then bring forward through the 2023 GWP refresh its recommendation on whether to proceed, or not, together with the terms of reference and timeframe for the review, outlining its objectives and benefits, and its resourcing requirements, for consideration against competing areas of policy by the States.

Public Health Law review

- 1.28 In January 2022, the States considered a Policy Letter entitled ‘Living Responsibly with COVID-19’⁷. By Resolution, the GWP must consider the discharge of extant Resolutions to draft a new Public Health (Enabling Provisions) Law, disband the roles of Medical Officer of Health and Chief Medical Officer, and transfer functions. This needs to include impact of any prioritisation of this work during this term of government on the phasing and achievability of other actions in the GWP, having consulted with the Committee *for* Health & Social Care which was also directed to bring proposals as soon as is practicable to amend the Public Health Ordinance, 1936.

⁷ [Billet d’État II of 2022](#)

- 1.29 The Committee *for* Health & Social Care advises it has limited capacity to conclude current actions and is cautious to not over commit with new activity until they are completed. It would prefer to direct Public Health Services to complete a number of actions during 2022 that were paused due to the need to respond to the pandemic. This will preclude any swift activity to develop proposals to amend the Ordinances. Equally it wishes to conclude work on key secondary legislation and its implementation as set out in the GWP and not dilute the efforts of its small policy development team or Public Health Services.
- 1.30 Public Health Law is a complex area and will draw heavily on both professional and legal subject matter experts, and the policy team. Rather than approaching this legislative review in a piecemeal way, the Committee *for* Health & Social Care intends to scope the work associated with all extant States' Resolutions relating specifically to Public Health legislation to ensure an efficient and effective approach to this new area of work. Notwithstanding that the first Resolution dates from 2014, the Committee *for* Health & Social Care has on balance decided that this is not a priority and by a majority is not scheduling this work at this time. This view will be revisited annually as part of its contribution to the GWP refresh process.

Review of primary care

- 1.31 In 2021, through resourcing as work of strategic importance to the GWP, the Committee *for* Health & Social Care and the Committee *for* Employment & Social Security established a joint Working Group to consider the accessibility and affordability of primary care, its interrelationship with the wider health and care system and the effect of the current arrangements on health outcomes. This work seeks to understand and address current barriers to care, while safeguarding the current strengths of the system – high quality care, minimal waiting times, and strong continuity of care – with the aim of supporting islanders to access the care they need, when they need it, at rates they can afford. This is one aspect of a programme of work to reduce the rate over time at which health and care costs are rising, and improve islanders' experiences of healthcare through increased integration.
- 1.32 Proposals are due to be presented to the States later this year, seeking to address the most immediate political concern, affordability, while laying the groundwork for wider change in the future.
- 1.33 The proposals will consider the reallocation of existing States' expenditure to achieve better value through targeting funds more effectively. It is envisaged that any changes, if approved, could be phased for introduction over the rest of this political term.

- 1.34 The GWP identified last year the need to review the current Bailiwick Social Prescribing pilot so a decision can be made regarding the longer-term approach and associated funding and it is understood that this may also be accelerated through the review of primary care.
- 1.35 Opportunity will be taken through the policy letter to introduce potential insurance-based solutions, with the view that, if so directed by the States, more detailed modelling and costings would be developed as follow-on action established in the GWP for the Committee to resource and requiring some funding for engaging external insurance expertise. This will provide important information for a longer-term fundamental review of the way primary care is funded should that be needed.
- 1.36 In addition, to support user-centred care the review will discharge the extant States' Resolutions from June 2019 by considering the funding of disability-related equipment, aids, and adaptations. This will seek to address the acknowledged weaknesses of the current system while considering how the appropriate provision of aids and adaptations can help address wider system challenges. The cost implications and funding options are maturing.

Healthy Weight

- 1.37 The Committee *for* Health & Social Care is mindful that it will be considering proposals to introduce Tier 3 and 4 weight services under the 2016 Healthy Weight Strategy within the coming 12-month period, in collaboration with the Health Improvement Commission. Through the GWP, with its focus on achieving potential and addressing inequalities (obesity is disproportionately a disease of the poorer), the States need to acknowledge that failure to address these specific issues with intensive medical-based interventions will continue to cost the health service significant sums of money.
- 1.38 The interventions are proven to work. They are supported by the highest level of evidence and without a Tier 3 service the approved NICE drugs cannot be introduced.
- 1.39 The Committee, working with the Health Improvement Commission, hopes to attract additional funding for this important initiative alongside States funding of up to £150k per annum.

Committee *for* Home Affairs

Review laws governing grounds of appeal

- 1.40 The Committee *for* Home Affairs is working with the Guernsey Bar on the review of law governing appeals which is due to report by the end of 2022. Taking this

work forward will require policy development and legislative drafting support in 2023 depending on the findings and which the Committee is keen in principle to progress. It may be that not overly complex amendments are required to address issues, but more than one law is involved. Phased over 2022 to 2025, the Committee believes it can conclude this long overdue work within its own staffing, notwithstanding that it was not previously established in the GWP.

Domestic Abuse Strategy – including sexual abuse and violence

- 1.41 The Committee *for* Home Affairs is proposing that the Domestic Abuse Strategy be extended to cover sexual abuse and violence and consulted with Principal Committees in April 2022. This is in response to the 2015 Resolution ‘to investigate the merits of establishing a Violence Against Women and Girls (VWAG) Strategy’ which resulted from Amendment to the 2016-2020 Strategy⁸. Tackling domestic and sexual abuse is, and will continue to be, a key priority for the Committee during this political term.
- 1.42 It recognises the importance of cross-committee engagement and working collaboratively with the private and third sectors, to challenge and address the societal attitudes and behaviours that contribute towards domestic and sexual abuse. It has identified establishing a Sexual Assault Referral Centre (SARC) pilot as one of its priorities. Work to progress this key service has commenced with the Committee supporting the establishment of a multi-agency Steering Group to oversee the project. The objective is to develop a pilot SARC which will be evaluated after three years.
- 1.43 Initial costing for a SARC was prepared on the assumption that existing [police] premises would be used, however, after further assessment of what a SARC will provide it is not considered suitable to support the delivery of the full range of services. Scoping work has commenced and the current pressure on existing therapeutic services is acknowledged by the Committee which will likely result in additional investment in this area being part of the solution which is currently unfunded.

Vetting and barring legislation

- 1.44 It has become clear that the policy decisions made by the States in 2009 cannot be brought to conclusion as envisaged with regards to the Vetting and Barring Scheme.
- 1.45 The Committee *for* Home Affairs is concerned that this long-standing area of risk must be addressed and given the thwarted attempts to conclude the path originally established, it now intends to bring a further policy letter to inform the

⁸ Billet XXIII 2015

States of the changes made to the UK system in the intervening period and consider updates to Bailiwick legislation including the introduction of relevant offences equivalent to the UK Safeguarding Vulnerable Groups legislation. Local rehabilitation of offenders legislation will also be reviewed against the UK legislation as part of this work stream.

- 1.46 On this basis the Resolution remains valid, however the approach to discharge it will change. The Committee *for* Home Affairs advises that the GWP Framework should be amended to reflect a considerably longer timeframe for conclusion to implementation of this work which it is intending to resource internally.

Review of legal aid provision

- 1.47 The Committee *for* Home Affairs has acknowledged the benefits to a number of current GWP actions of undertaking a review of legal aid provision, as particularly identified through its political consultation on the Justice Framework by the Committee *for* Employment & Social Security which is mandated for the provision of the service.

- 1.48 Whilst important, it cannot be funded or resourced as a priority by the Committee *for* Employment & Social Security which itself is seeking to lead on other matters in the coming 12-24 months while still progressing the Discrimination Ordinance through to implementation. Given the wide-ranging touch points engaging a number of Committees' mandates, the Committee *for* Home Affairs has recommended that this new action is considered for resourcing by the Justice Review funding within the GWP. It would work with the Committee *for* Employment & Social Security and the Legal Aid Administrator to develop a terms of reference, on which it would consult other Principal Committees and the Policy & Resources Committee, but would require resource to manage both this preparatory work and the tender process, and to develop the cross-Committee proposals for the States' response to the findings.

Sentencing review

- 1.49 The high-level scoping with respect to objectives, benefits and risks has been completed with the Committee *for* Home Affairs expressing strong interest to accelerate this work by accessing the Justice Review funding. There are several approaches that need to be evaluated before the funding and resource requirement can be confirmed.

- 1.50 The Committee *for* Home Affairs will require resource from the very start of this work, to develop a terms of reference, to manage the tender process and develop any cross-Committee proposals for the States' response to the findings.

Cyber-security developments

- 7.43 In order to continue to meet international standards, and in collaboration with our partners in the UK and the other Crown Dependencies, Guernsey will need to further enhance its cyber-security actively in two critical areas. The first is to update online security legislation and scoping of that work is beginning. The extent of the work that follows will be dependent on the response, though if it is limited to enacting equivalent communications offences from the UK Online Safety Bill into domestic legislation this should not be onerous, though it will require policy and legislative resource. The second relates to ensuring equivalence in a number of areas to the UK Telecoms Security Bill. This work is also being scoped and will also require policy and legislative resource. These are essential actions which support the cyber focus in the priority 2 workstreams.

Development & Planning Authority

Review of the Island Development Plan

- 1.51 There is a statutory requirement for the Authority 'from time to time' to consider whether any alterations to the Development Plan (currently the Island Development Plan - IDP) are necessary and, if they are, to then amend the Plan. The Land Planning and Development (Plans) Ordinance, 2007, clarifies that the Plan has a life of ten years which would take the current IDP to November 2026. There is also a provision within the Ordinance for the States to extend the Plan by Resolution in which case it shall have effect until the date specified in that Resolution, but this does not override the requirement in the Ordinance to review a Development Plan at least every ten years.
- 1.52 Having considered the potential options concerning review of the IDP, the Authority favours a proportionate and responsive approach, focusing on a targeted consideration of policies which have been identified through monitoring, or are required to meet new strategy direction or priorities.
- 1.53 The Authority advises that the review and updating of spatial policies are of the utmost importance to ensure that the land use planning process continues to be an enabler and is not an impediment to the achievement of government objectives and priorities. The Authority would wish this review process to be completed within the current political term, if practicable, to include, if required, the States adding new policies into the Plan. The IDP review process would ideally commence in Q1 of 2023 with the intent of completion before the General Election in 2025.
- 1.54 Even a pragmatic and targeted IDP review process will require additional resource and funding, albeit the focus on those limited number of policies identified as needing review will enable a more cost-effective allocation of resources.

States' Assembly & Constitution Committee

Next General Election

- 1.55 The GWP envisaged that this term would see the delivery of a number of specific improvements to government processes and systems which will complement any wider reform, including changes to Royal Assent processes, the automation of the electoral roll and the introduction of simultaneous electronic voting in debates.
- 1.56 The States have agreed the implementation of electronic voting in debates, steered through by the States' Assembly & Constitution Committee. Its interest now is in the work of the Committee *for* Home Affairs which has to create a new electoral roll for the General Election every four years. Both the Committee *for* Home Affairs (the sponsoring Committee) and the States' Assembly & Constitution Committee support the progression of the extant Resolution to automate the electoral roll.
- 1.57 Since 2013, the intention of the States have been for Phase Two of the Rolling Electronic Census project led by the Policy & Resources Committee to provide for the automated generation of a list of persons eligible to vote, which could be used in the automation of the electoral roll. This has been completed and scoping is underway for the next phase led by the Committee *for* Home Affairs which will require both IT development and legislative changes.

States' Trading Supervisory Board

New dairy

- 1.58 The States determined their portfolio investment intentions for this term as part of their considerations of the GWP in July 2021 in order to finalise their funding and investment requirements in the F&IP. The requirement for a replacement dairy was identified as a pipeline project to be considered for funding in the next political term.
- 1.59 The strategic case for the Island to maintain a dairy operation has been reaffirmed by the Committee *for the* Environment & Infrastructure which considered "the appropriateness and relevance of the policy approach and the feasibility of other potential delivery models for a single dairy. The assessment did not consider the costs to the States of building and operating a new dairy, or the site selection process and any costs associated with it".

- 1.60 The States' Trading Supervisory Board has advised that the current dairy is no longer fit-for-purpose; that the level of ongoing maintenance represents a significant risk to the ongoing operation of the dairy; and that the cost of maintenance is likely to be up to £8.7 million over four years.
- 1.61 The Policy & Resources Committee is of the view that it is important that the financial and policy matters are now considered together and so the Committee is working with the States' Trading Supervisory Board to review the detailed breakdown of the costs of the project and the forecast cost of maintenance for the next four years.

OBSERVATIONS OF POLICY & RESOURCES COMMITTEE

- 1.1 The Policy & Resources Committee has carefully considered all the matters raised in today's context and in light of the strategic aims for this term:
- secure the Bailiwick's resilience;
 - maximise the community's collective potential; and
 - ensure we are competitive as an economy.

Committee *for* Economic Development

- 1.2 The Committee *for* Economic Development has played a key role in delivering four of the 2021 top ten recovery actions which were identified in the GWP in 2021 as being key to delivering a sustainable economic recovery: Digital, Skills, Finance and Tourism, and Transport.
- 1.3 During 2021 the Committee worked closely with the Policy & Resources Committee to establish a universal broadband fibre network by 2026 which was a top ten action because it will significantly enhance the digital connectivity for both Bailiwick businesses and residents which is a key economic enabler.
- 1.4 In support of this investment the Digital Framework has been published and a series of Action Plans will now be developed which focus on enabling infrastructure, developing skills and pathways, and innovation, transformation, and entrepreneurial growth.
- 1.5 The Committee is working jointly with the Committee *for* Education, Sport & Culture on a Human Capital Development Plan to enhance the knowledge and skills of Bailiwick residents which will be considered by the States this year and continues to be a prioritised action.
- 1.6 The Committee has increased Government's support for the finance industry by increasing the States of Guernsey's investment in Guernsey Finance to £2.5 million per annum from 2022 to 2024. The Committee is working jointly with the Policy & Resources Committee to bring proposals for new Lending, Credit and Finance Legislation during Q2 2022 alongside other work on the Island's legislative structure to support development of the industry. It is also keen to promote and enhance the tourism and hospitality sector and will bring a policy letter on the Tourism Product Development Plan during 2022.

- 1.7 The Committee is under a States' Resolution to bring a business case to the States that will examine the costs and benefits of extending the runway at Guernsey Airport to at least 1,700m, and having accelerated work on transport policy as a top ten action in 2021, it continues to invest energy in the Island's connectivity and transport, currently through developing the licensing regime for roll on/ roll off ferries.
- 1.8 Considerable resource is dedicated to workstreams within GWP Priority 2 - Managing the effects of Brexit - by working closely with industry and focusing on trade agreements to ensure that the Bailiwick remains a highly competitive and attractive jurisdiction.
- 1.9 The Committee has also actively invested in the work to promote responsive population measures which is coming to the States in Q2 2022. Housing remains a critical issue for the economy which the Committee feels is a key economic enabler and needs to be addressed as a matter of priority.
- 1.10 It now acknowledges a shift to focus on other enablers will support broadening the economy through renewable energy and green and blue economy supporting plans.

Committee for Education, Sport & Culture

- 1.11 The Policy & Resources Committee acknowledges the importance of the work proposed by the Committee for Education, Sport & Culture in improving educational outcomes, noting the longer-term impact on health outcomes, economic prosperity and potential resultant pressure on public services.
- 1.12 The use of available data to identify a targeted programme of work to support those most affected by the pandemic in those settings where the need is greatest is welcomed, as it should ensure a proportionate and focused programme of investment. The Committee for Education, Sport & Culture has redistributed funds to start the work which has already provided some investment in primary education and supporting services.
- 1.13 Looking across the four nations of the UK, current plans for education catch-up spending show that spending per pupil is due to be £400 in Wales, £310 in England, and about £230 in Scotland and Northern Ireland. However, plans for England currently extend through to 2022-23 and beyond, whilst they only apply for 2021-22 in Wales, Scotland and Northern Ireland. It seems highly likely that these plans will be extended once the devolved administrations learn the implications of England's spending plans for the 2022-23 grants they will receive.

In comparison, education catch-up plans for the Netherlands (£2,100 per pupil) and US (£1,800 per pupil) are far larger and more ambitious¹.

- 1.14 Based on 5000 learners, this request for Bailiwick students represents an injection of £262 per pupil over two years. The States will be aware that one-off investments in other services immediately impacted by the pandemic were agreed last year through the GWP, such as the surgical catch-up programme. The Committee *for* Education, Sport & Culture made it clear at that time that it was premature to submit funding requests through the F&IP as it continued to make internal adjustments and until that process concluded with the actions fully scoped, it would not estimate its requirements. Given the established impact on the education and wellbeing of the Bailiwick's children, and the dependence of the future prosperity in the hands of future generations, this targeted one-off investment over three years to accelerate their educational recovery is supported by the Policy & Resources Committee.
- 1.15 However, the Policy & Resources Committee is concerned that the long-term programme to build resilience and flexibility that requires 35 new posts – which is dependent on recruitment in a difficult market compounded by the well-established housing difficulties and cost of living pressures – may prove challenging to resource in this ambitious timeframe. This may result in a need to prioritise within the programme the operational developments which address the most immediate, and challenging, concerns.
- 1.16 The Committee *for* Education, Sport & Culture has confirmed that it is unable to resource this sustained programme within its existing budget given the work already undertaken to redistribute its resources to areas of greatest need. Therefore, an uplift in baseline costs should be considered as a permanent increase in operating cost.
- 1.17 The impact of the pandemic on the ability to progress wider workstreams illustrates the challenges of adequately resourcing the strategic projects to secure the benefits for the community; a number of short-term roles have been identified to recover the lost time on this work.
- 1.18 The Policy & Resources Committee supports the use of short-term roles for targeted acceleration of deliverables, over the use of external consultants or longer employment contracts, where there is a capacity shortfall and pressing urgency and where the impact of not doing so exacerbates the problems and impacts government services in the longer term. There are, however, potential recruitment and retention difficulties associated with short-term contracts.

¹ [Comparing education catch-up spending within and outside the UK - Education Policy Institute \(epi.org.uk\)](https://epi.org.uk)

- 1.19 The work proposed by the Committee *for* Education, Sport & Culture understandably at this time focuses on the educational aspects of its mandate, however it is important to note that resources were agreed last year to invest for a three-year period in the delivery of Active 8: A Plan for Sport and to establish the Language Commission.
- 1.20 In response to the work led by the Committee *for* Economic Development to develop a Tourism Product Development Plan, the Committee *for* Education, Sport & Culture may in 2023 need to consider the role of arts and culture, its strategic direction with regards to heritage management, and the reprioritisation of the current funding.

Committee *for* Employment & Social Security

- 1.21 The Policy & Resources Committee acknowledges that the work proposed by the Committee *for* Employment & Social Security directly links to maximising the community's collective potential and addressing the barriers which some islanders face. Both the ageing demographic and future pressures on household finances are likely to result in increased demands on public services over the coming years and the Policy & Resources Committee considers the focussed attention in these areas to be prudent.
- 1.22 The Committee *for* Health & Social Care is already affected by the challenging operating circumstances in the care sector, compounded by the continued effects of the pandemic. Until it is possible to maximise hospital resources through a reduction in delayed discharges, efforts to address health backlogs will be curtailed. The Policy & Resources Committee recognises the complexity of addressing this challenge, and the need to prioritise tactical policy development which addresses the most immediate, and challenging, operational concerns.
- 1.23 Similarly, the Policy & Resources Committee is mindful that given the increasing cost pressures on individual households, it is opportune to undertake a proportionate and pragmatic appraisal of today's situation in order to expedite any amendments to policy.
- 1.24 The work proposed by the Committee *for* Employment & Social Security may have potentially significant financial implications; needs to be considered in the context of the ongoing tax review to ensure long term sustainability; and is a considerable portfolio of policy work which will be challenging to resource. They are important areas of policy in terms of the community's resilience and ensuring equity for islanders and the Policy & Resource Committee agrees these need to be addressed this political term.

- 1.25 Having considered the advice of the Committee and the local context affecting islanders, and in its capacity to co-ordinate the work of the States, the Policy & Resources Committee has listed the theme ‘improve living standards’ as a priority set of actions for the States to consider. While resourcing is challenging, it will do all it can to ensure the best available knowledge and skills within the States expedite the work in both areas of policy. The first actions are to appraise income supports levels and review funding options for long-term care.

Committee for the Environment & Infrastructure

- 1.26 The Policy & Resources Committee recognises these three interdependent areas of policy – electricity and renewables; enabling climate change mitigation and adaptation; and the first steps for the blue and green economy – where, left unmanaged and without interventions, would expose the Island to higher costs and decreasing competitiveness, weakening its resilience.
- 1.27 In determining their Climate Change Policy and Action Plan in 2020, the States directed the Committee *for the Environment & Infrastructure* to investigate the necessary steps to establish an independent advisory body to provide advice to government and others on climate change matters, and to report back to the States by the end of 2021. The Committee was also directed to bring a policy letter to the States before the end of 2021, which set out proposals to adapt the Island to the effects of climate change.
- 1.28 This was not included in the recovery actions last year but is a follow-on action from the work seeking extension of the Paris Agreement that was given priority by the States as an action under P2 – Brexit and International Standards. The sponsoring Committee is keen to progress. However, it is a new Committee and mindful that as a small jurisdiction some solutions adopted elsewhere will be incompatible, the approach directed by Resolution is being adapted. The Committee *for the Environment & Infrastructure* will appoint an expert panel of appropriately skilled people tasked to develop pragmatic, proportionate and affordable climate change mitigation and adaptation proposals drawing on the wealth of data and activity in reference jurisdictions, with a focus on the areas that Guernsey can deliver more effectively and have the most impact. It intends to report ahead of the GWP refresh in 2023.
- 1.29 This is important to islanders and the economy alike, given an increasing focus on Environmental, Social and Governance (ESG) delivery and reporting. The States must address emerging risks and opportunities for the Bailiwick as a jurisdiction, namely international obligations, geo-political events, and climate change. With an eye on the long-term strategic needs of the Island, the Policy & Resources Committee is facilitating the States’ consideration of assigning recognition to these issues and the priority resourcing afforded priority actions.

- 1.30 Supporting plans that maximise the sustainable social and economic use of the Island's natural assets will ensure Guernsey can continue to promote itself as a leader in Green Finance; improve its energy resilience; and mitigate wider risks to our health and wellbeing. On this basis, and with the strategic aim of the GWP to ensure a competitive economy, the Policy & Resources Committee is again facilitating the States' consideration of assigning recognition to these issues established by their Strategy for nature approved in 2020, and thereby the resourcing afforded a priority recovery action.

Committee for Health & Social Care

- 1.31 There is considerable work to conclude in the GWP that engages the Committee *for* Health & Social Care's mandate including the delivery phase of the review of primary care to be resourced by the Committee further to the prioritised GWP resourcing for 2022 that the States will consider that would ensure the Committee can bring proposals to the States this year. There is also the continued GWP investment in the amendments to the primary Children Law to be considered, which has phase 2 work on secondary legislation which will also require resourcing by the Committee upon the conclusion of the first stage of work.
- 1.32 Its policy agenda has other important legislation yet to be fully implemented, as set out in the GWP Framework, notwithstanding there may be a planned pause with secondary legislation pursuant to the introduction of health and care regulation. There are also delays in hospital services to address, in part through policy approaches to long term care funding and service provision to release capacity in the hospital.
- 1.33 It also has to undertake reviews of NICE drugs and TAs, and Bailiwick Social Prescribing in the coming 12 months.
- 1.34 Operationally the Committee *for* Health & Social Care is overseeing very significant investment projects and managing challenging service delivery while embedding COVID-19 protocols into routine business.
- 1.35 It has raised two other policy matters in its consideration of prioritisation; both would progress work to discharge extant Resolutions. The first seeks to scope the work required to review the legal status of cannabis which has been held in abeyance by the project board discharging the extant Resolution to explore non-punitive approaches to small quantities of illegal drugs; the second, to scope the work required to progress with a new Public Health Law.

- 1.36 The Committee *for* Health & Social Care has identified capacity in quarter 1 of 2023 to scope the next priority health policy action that the States require addressed. It has recommended, by a majority, the preparation for a review of the legal status of cannabis take precedent.
- 1.37 By way of background, in July 2021 the States of Guernsey signed a Memorandum of Understanding (MoU) with the UK Home Office in order to strengthen and develop the nascent cannabis cultivation and processing sector in Guernsey. In response to this, the domestic licensing regime has been strengthened through the establishment of the Bailiwick of Guernsey Cannabis Agency, bringing together the different licensing and regulatory authorities.
- 1.38 The agreement of the MoU was complex and is based in part on the fact that Guernsey has a consistent and clear position on wider cannabis-related matters. It is essential that as the MoU is implemented, any change in policy with regard to the legal status of cannabis should consider the impact on the relationship with the UK Home Office and the licensing regime that is being put in place which is based on close consultation with the UK on the same matter. Any recommendations in relation to a shifting position in this respect could impact the developing industry and any associated agreements or negotiations.
- 1.39 The Policy & Resources Committee has, as a consequence of this becoming public knowledge, received strong and unanimous representation against listing this work in the GWP from the Committee *for* Home Affairs on the basis that in recommending the work in the GWP it risks absorbing limited resources on a very complex area of policy.
- 1.40 The States of Guernsey will be stretched to support this additional area of cross-Committee policy development given the other actions set out in the GWP, especially with respect to managing Brexit and meeting international obligations. Additionally, it has not been identified as a current and pressing matter by any other Committee that would be significantly involved. Furthermore, there are concerns that legalisation will require a regulatory function that will need to be established through legislation, and resourced, although it is noted these concerns may be mitigated through the terms of the review and/or funded by licensees.
- 1.41 On this basis a scoping exercise to establish the approach and resource requirements to review the legal status of cannabis would be necessary as a first step as recommended by the Committee *for* Health & Social Care but could be considered premature given the wider concerns facing the Bailiwick.

- 1.42 The Policy & Resources Committee notes the Committee *for* Health & Social Care's view that to progress a new Public Health (Enabling Provisions) Law is not urgent given it was first identified by Resolution in 2014; work has not been prioritised by successive health committees; and when necessary, in a pandemic scenario, the Island was able to respond within its wider legislature.
- 1.43 Nevertheless, the Policy & Resources Committee understands there are risk mitigation benefits in scoping the work to develop new legislation, as a new Law would more easily support activity where use of emergency regulations will not be an option (when the definitions within the Civil Contingencies Law are not met in order for such regulations to be made).
- 1.44 The Policy & Resources Committee is under Resolution that having consulted with the Committee *for* Health & Social Care, it shall give full consideration in the Government Work Plan Update to be debated in June 2022 to the impact of any prioritisation of a review of the Public Health Law during this term of government on the phasing and achievability of other actions.
- 1.45 The Committee has decided to set out the matter as a separate Proposition so the States can instruct the Committee *for* Health & Social Care to undertake the work they direct and also update the GWP framework accordingly through direction to the Policy & Resources Committee.

Committee *for* Home Affairs

- 1.46 The Committee *for* Home Affairs advises that the Justice Framework actions already prioritised through the GWP should remain the priorities for the States. This reflects well on the prioritisation decisions made previously. Future justice actions, where resourcing needs are identified and/or are cross-Committee in nature, that cannot be funded or resourced from within existing resources, will have to be considered for prioritisation through the GWP, alongside all other government matters.
- 1.47 The Policy & Resources Committee supports the Committee *for* Home Affairs in its determination to conclude through to implementation all the justice actions set out in the GWP. It is also cognisant of the significant draw on resources, both managing the Island's response to Brexit at the borders and the immigration issues flowing from the Russian/Ukraine conflict, including cyber security, are having on its operational and specialist staff which will make the workload challenging.

- 1.48 The Committee *for* Home Affairs is also leading on the work coming to the States later this term addressing the top ten action centred on population and immigration policies which will very likely have follow-on actions that the Committee will need to resource. The Committee has also secured funds for a pilot Sexual Assault Referral Centre (SARC) through the GWP, the exploratory work for which is progressing, and some resource issues are being flagged.
- 1.49 This extensive programme of work across the Committee's mandate is recognised by the Committee *for* Home Affairs which has identified the areas it advises the States are the top priorities for justice and is either seeking resourcing support or is developing in partnership with local entities such as the Guernsey Bar.
- 1.50 The scoping of work for the review of laws governing grounds for appeal is already progressing; has long been necessary; and should proceed to conclusion which the Committee advises it is resourcing. Likewise, the community has been waiting for the security that will be provided through an updated vetting and barring scheme underpinned by new legislation and it is an enabler for other actions important to the States with respect to provision of care services.
- 1.51 The Policy & Resources Committee is concerned that the States do not commence multiple new workstreams where funds are expended but there is not the capacity to either develop proposals for service changes or legislative support for new laws, nor to implement them successfully. On this basis and given the breadth of work already stretching the services that will deliver it, the Policy & Resources Committee is concerned that not all the actions are achievable within the next year.
- 1.52 The review of legal aid provision together with the conclusion of current actions and the new action centred on grounds for appeal would seem a full portfolio for the Committee *for* Home Affairs, given the continuing and demanding work in other areas under its mandate. Therefore, the recommendation is that the sentencing review should not be brought forward in the GWP, as has been requested, but that the legal aid review should be funded from 2023 if appropriate project management and policy development resource can be secured to support the Committee. The GWP Framework has been updated accordingly.
- 1.53 Significant pieces of legislation under the Justice Framework Action Plan have yet to be scoped but have been listed in the GWP. These therefore now meet the criteria for category 4 in the GWP; this does not preclude the service areas for which these are important legislative tools setting out the action mandate which the Committee *for* Home Affairs can bring forward for resourcing consideration in the next GWP refresh. Neither the Regulation of Investigatory Powers (RIPL) nor the Police and Criminal Evidence (PACE) legislation were originally phased for the next 12 months and therefore this does not materially change the intent

but does ensure that work commences only when the States have the capacity to conclude and implement it.

- 1.54 Finally, the enhancement of Guernsey's cyber-security legislative framework is critical, in terms of domestic safety and meeting external requirements and standards. This work will need to begin in 2022 and be concluded during this political term, and it may be that external expertise and resource can support its completion in due course. Priority 2 – meeting international standards - has been updated accordingly.

Development & Planning Authority

- 1.55 The Policy & Resources Committee has carefully considered the volume of work a review of the Island Development Plan (IDP) may generate, and not only for the Authority and its officials but also the other Committees of the States which already have a fully committed programme of work. As such, and in considering the information set out in Appendix 6, the Committee was attracted to seeking a Resolution of the States to extend the life of the current IDP in order not to commit resource to additional reviews this political term and to defer this for the next political term. However, it is also cognisant of the statutory requirement for the Authority to carry out a review the IDP within ten years of its adoption which would negate considerably the benefit of that approach.
- 1.56 The Committee also acknowledges that there are significant benefits to the priority recovery actions of government in undertaking a review of the IDP sooner, as the land use planning process is a key enabler in the delivery of government priorities and actions. It appreciates that the States require up to date, robust and relevant policies reflective of their strategic direction and priorities to progress housing, population, energy resilience, climate change mitigation and adaptation, the first steps for the blue and green economy, biodiversity, and tourism policies, and explore land use with respect to employment and agriculture.
- 1.57 The Committee understands the review can generally be resourced internally if supported with specialist consultancy, but necessary resources and funding will also need to be identified through the GWP to manage public engagement activity, the planning inquiry (which falls within the mandate of the Committee *for the Environment & Infrastructure*) and conclude publication of proposals in a policy letter. This could total up to £400k across 2023, 2024 and 2025.
- 1.58 It will also be necessary for the Authority to manage, at the same time, Local Planning Briefs for the Harbour Action Areas and potentially other strategic sites; major development proposals for housing, health and education; and plans for other key Island infrastructure; and to make legislative changes and other contributions to support the achievement of GWP priorities.

- 1.59 It will therefore be very important that the Authority adopts a proportionate approach to its management of a carefully scoped and targeted review to ensure it can conclude the work this political term which the Committee agrees is more preferable to long-term policy decisions immediately facing a new Assembly when the policy development has been driven by the previous States.
- 1.60 On balance, therefore, the Policy & Resources Committee has included funding provision for the review of the IDP from January 2023 on the basis it will be carefully managed and concluded in this political term following States consideration of the findings.

States' Trading Supervisory Board

- 1.61 The States' Trading Supervisory Board has approached the Policy & Resources Committee seeking a recommendation that the dairy replacement project should now be moved from a pipeline project to a delivery project in the GWP. The Committee does not currently agree with that recommendation (Appendix 6 refers) and is working with the States' Trading Supervisory Board to review the detailed breakdown of the costs of the project and the forecast cost of maintenance for the next four years.