



OFFICIAL REPORT

OF THE

STATES OF DELIBERATION

OF THE

ISLAND OF GUERNSEY

HANSARD

Royal Court House, Guernsey, Tuesday, 26th March 2013

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Present:

Richard J. Collas, Esq., Bailiff and Presiding Officer

Law Officers

H.E. Roberts Esq., Q.C. (H.M. Procureur)

People's Deputies

St. Peter Port South

Deputies P. A. Harwood, J. Kuttelwascher, B. L. Brehaut,
R. Domaille, A. H. Langlois, R. A. Jones

St. Peter Port North

Deputies M. K. Le Clerc, J. A. B. Gollop, P. A. Sherbourne,
R. Conder, M. J. Storey, E. G. Bebb, L. C. Queripel

St. Sampson

Deputies G. A. St Pier, K. A. Stewart, P. L. Gillson,
P. R. Le Pelley, S. J. Ogier, L. S. Trott

The Vale

Deputies M J Fallaize, D. B. Jones, L. B. Queripel, M. M. Lowe,
A. R. Le Lièvre, A. Spruce, G. M. Collins

The Castel

Deputies D. J. Duquemin, C. J. Green, M. H. Dorey,
B. J. E. Paint, J. P. Le Tocq, S. A. James, M.B.E., A. H. Adam

The West

Deputies R. A. Perrot, A. H. Brouard, A. M. Wilkie,
D. de G. De Lisle, Y. Burford, D. A. Inglis

The South-East

Deputies H. J. R. Soulsby, R. W. Sillars, P. A. Luxon,
F. W. Quin, M. P. J. Hadley

Representatives of the Island of Alderney

Alderney Representatives L. E. Jean, E. P. Arditti

The Clerk to the States of Deliberation

S. M. D. Ross, Esq. (H.M. Deputy Greffier)

Absent at the Evocation

Miss M. M. E. Pullum, Q.C. (H.M. Comptroller)

Deputy M. G. O'Hara (*absent de l'Île*)

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The Assembly adjourned at 5.30 p.m.

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States of Deliberation

The States met at 9.30 a.m.

[THE BAILIFF *in the Chair*]

PRAYERS

The Deputy Greffier

EVOCATION

CONVOCATION

The Deputy Greffier: Billets d'État V and VI, 2013: to the Members of the States of the Island of Guernsey, I hereby give notice that a meeting of the States of Deliberation will be held at the Royal Court House on Tuesday, 26th March, 2013 at 9.30 a.m. to consider the items contained in these Billets d'État, which have been submitted for debate.

FATCA Information Exchange Agreement with the UK Statement by the Chief Minister

The Bailiff: Members of the States, good morning to you all.

We start this meeting with three Statements, the first from the Chief Minister, Deputy Harwood.

The Chief Minister (Deputy Harwood): Mr Bailiff, thank you.

I would like to advise the Assembly that, following the announcement made on 15th March, the Policy Council will be recommending to the States later this year that Guernsey enters into a FATCA-style Information Exchange Agreement on taxation with the United Kingdom, particularly in the light of some of the comments made by the UK Chancellor last week.

As part of the arrangements with the UK, we have agreed, in principle, a package of tax measures which indicates Guernsey's ongoing international leadership in tax transparency, tax co-operation and combating tax evasion. That package will include an inter-governmental agreement and a commitment to review the terms of the existing double tax agreement between Guernsey and the United Kingdom. That package also includes a disclosure facility, a facility that is offered to those UK residents who may have undeclared assets in Guernsey, to enable them to regularise their position with the UK tax authorities.

The UK asked for this facility as part of the wider arrangements between our two jurisdictions and, given our commitment to transparency, it was not inconsistent for us to agree to such a facility being offered. However, given that Guernsey has been recognised as having the highest category of tax information exchange with the UK authorities, and that we have been exchanging information automatically for the past two years under the EU Savings Tax Directive, our views differ with the UK on the amount of money the facility will create for them, but that is an issue for the UK.

The Chancellor chose to suggest that £1 billion would be generated through the disclosure facilities with all three Crown Dependencies: I would suggest that this was, in part, motivated by

his own domestic agenda. It is not a figure that the governments of any of the Crown Dependencies believes to be realistic.

40 I would also like to take an opportunity to make it clear to Members that it is our strong view that the economic interests of this Island are best served by maintaining our position as being a well-respected, tax transparent jurisdiction – that is, current States fiscal and economic strategy.

45 Seeking to enter into an inter-governmental agreement with the US to enable our industry to conform with US FATCA has the full support of our industry and our intent to do so was announced last October. That the UK would seek an equivalent agreement was recognised at the time and negotiations with the UK have been very active over the last four months.

The terms of an agreement with the UK have been settled in principle, as have the reporting arrangements for UK residents who are not UK-domiciled. Final discussion on details will be concluded in the coming weeks. We intend to publish these details shortly thereafter and will be consulting widely with industry on their implementation and their interpretation. Ultimately, these will also require legislation.

50 I confirm that Policy Council will seek the approval of this Assembly before an inter-governmental agreement is signed with the UK government. We intend to run a co-ordinated timeline for this process for both the UK and US FATCA arrangements. To be clear, these Information Exchange Arrangements, if approved by the States, will not come into effect until, at the earliest, 2016 in the case of the UK FATCA and 2015 in the case of the US FATCA, respectively. We will, in the next few days, be publishing an indicative timetable of these events to provide to Deputies and to industry more details on the administrative arrangements of the disclosure facility.

60 Thank you, sir.

The Bailiff: Does anyone wish to ask any questions?

No? In that case...

Yes, Deputy De Lisle.

65 **Deputy De Lisle:** Sir, I appreciate the deliberations of the Chief Minister with regard to the FATCA Tax Exchange Agreements. Can the Chief Minister indicate, does he have any further information with respect to the parliamentary committee set up to enquire into UK relationships with the Crown Dependencies through the Justice Committee in the UK which has just, today, been announced?

70

The Bailiff: I am not sure that arises from the Statement.

The Chief Minister: I am happy to comment, sir.

75

The Bailiff: You are happy to make a comment, are you, Chief Minister? Thank you.

The Chief Minister: Mr Bailiff, the reference is made to the parliamentary select committee chaired by Sir Alan Beith.

80 Members of the Assembly may recall that that committee came out of the report some two or three years ago which, actually, has been very helpful, I believe, for the Crown Dependencies in trying to clarify the nature of the relationships with the UK government, particularly in relation to representation by the UK government in matters of external affairs.

85 The Policy Council – I cannot speak for the *full* Policy Council – but, certainly, for my part, I welcome Sir Alan Beith's further interest in this matter. It was raised when I had a brief meeting with him last September and I understand that he is quite keen to come and visit the... certainly Guernsey and Jersey and, no doubt, the Isle of Man, as part of his review of that process.

The Bailiff: Deputy Trott.

90

Deputy Trott: Thank you, sir.

Is the Chief Minister able to advise this Assembly how few Tax Information Exchange requests have been actioned by the UK government so far?

The Bailiff: Deputy Harwood.

95

The Chief Minister: I regret that I do not have that information available.

100 **Deputy Trott:** Would the Chief Minister agree with me that the number is, as I have described, very few?

The Bailiff: Deputy Harwood.

105 **The Chief Minister:** Again, without having the information available at my disposal, I cannot really make that comment, but I do sense that Deputy Trott may well have some closer information than I have. I am not aware that there are any outstanding requests for information that have not been satisfied.

The Bailiff: Deputy Gollop.

110 **Deputy Gollop:** Judging from a seminar I went to last week, the industry very much welcomes what the Chief Minister has achieved, but how far is his team and the Policy Council working in parallel with Jersey because, certainly, one firm of accountants has also been circulating a not dissimilar arrangement with Jersey that they have achieved?

115 **The Bailiff:** Deputy Harwood.

120 **The Chief Minister:** Members of the States may recall that, at the briefing session which we held at Beau Séjour on 13th March, we made reference to the fact that we had been carrying on negotiations in conjunction with Jersey. At that stage, when we spoke with States Members, Jersey were awaiting the outcome of their consultation process which had, I believe, another two or three days still to expire. Members of the Assembly will now be aware that Jersey have now committed also to enter into a similar set of arrangements with the UK government, as we have. There will be further negotiations and we will be carrying on those further negotiations on a point of detail, working as closely as we can with our colleagues in Jersey.

125 **The Bailiff:** Deputy Bebb.

130 **Deputy Bebb:** I welcome this Statement but would the Chief Minister agree with me that the occasion for it has been as a result of political motivation within the UK and, therefore, that calls into question our constitutional position? Therefore, rather than waiting for the Ministry of Justice, would the Chief Minister agree with me that it is time that we made the initiative and brought in a debate in this Assembly as to our constitutional arrangements with the UK, (**Several Members:** Hear, hear.) with full consideration as to whether or not we should try and pursue a Privy Council of the Crown Dependencies? (**Several Members:** Hear, hear.)

135 **The Bailiff:** Deputy Harwood, again I am not sure that arises from the Statement you have just made.

140 **The Chief Minister:** Sir, I am happy to make a comment. It does not relate specifically to the Statement that I have just made. My understanding, however, is that I believe Deputy Perrot is very keen to pursue such a debate as that suggested by Deputy Bebb.

145 **The Bailiff:** Any further questions?

No? In that case, we will move on to the Statement by the Minister for Treasury and Resources Department.

Deputy St Pier.

150
**Continuing response to fraud against the States
Statement by the Minister of the Treasury and Resources Department**

155 **The Minister for the Treasury and Resources Department (Deputy St Pier):** Mr Bailiff, I have previously undertaken to provide the Assembly with regular updates on the work being undertaken in response to the fraud which was perpetrated against the States last July.

Treasury and Resources is progressing a number of different initiatives in response to the fraud, either under its own direct areas of responsibility or in support of initiatives across the States. I should like to brief Members on these today. In my last Statement on this matter in September, I referred to a number of different reviews with which the Department was involved. Sir, I can now advise Members that good progress is being made in implementing the recommendations arising from these.

Firstly, I will deal with the Internal Audit report that was produced last August immediately following the fraud, covering the SAP payment controls and authorisations. The audit was intended to improve the resilience and risk mitigation associated with SAP payments and the approach to authorisations. The Board has been receiving, and continues to receive, regular updates from the States Treasurer on implementation of the 43 actions arising from that audit.

The most recent update showed that 23 recommendations had been completed, seven have been closed – and that is, primarily, because it was actually found that they could not be implemented or progressed for technical reasons – and good progress was being made on the remaining 13.

Secondly, I will turn to the Internal Fraud Risk Assessment that was produced in May last year. Sir, you may recall that it was that report that only came to my Board's attention at the end of July last year, after the fraud had been perpetrated. The recommendations and associated actions and activity arising from this Assessment were encompassed in a subsequent Fraud Risk Improvement Plan and, again, the Board has been receiving regular reports from the States Treasurer and the States Head of Insurance on progress being made and the implementation of this Plan. The 34 actions set out in the Plan, using the RAG status, 24 are now considered to be green or primarily green, five are at the amber stage and five are at red. However, the remaining red items are all dependent on the appointment of a corporate fraud lead and, as such, cannot be progressed immediately – although final decisions relating to this role will, I understand, be taken shortly.

Sir, following the SAP payment controls and authorisations audit, the States Head of Assurance decided last September that it would be prudent to also undertake a high level review of fraud risk across the States procurement processes. As well as identifying the risk of fraud in this area, the report set out to identify opportunities to improve controls to minimise the risk of fraud and also identify wider opportunities for improvement in governance practices. The findings of this report have recently been considered and endorsed in full by my Board and the Director of Corporate Procurement will now be taking the lead in implementing the action plan from that.

Organisationally, an important step in reducing risk associated with fraud was taken with the launch in January this year of the shared Transactional Services Centre, or the Hub, as it is general known. The centralisation of many of our financial and administrative processes within one team will ensure greater consistency in the associated processing activities. A number of explicit counter-fraud measures have been built into the Hub processes based upon the recommendations in the SAP Payment Controls and Authorisation's Audit Report and the Hub has also implemented recognised good practices in such areas as authorisations, approvals, lines of accountability, master record management, activities, reports and segregation controls. The States Head of Assurance also delivered counter-fraud awareness training to more than 50 members of the Hub staff in three separate sessions before the Hub 'go live' date and this training will now be incorporated in the future within the induction training for any new Hub staff members.

Treasury and Resources is continuing to support the work of the Policy Council's Risk Steering Group at political and staff level. Sir, you may recall that this temporary group is comprised of the Chief Minister, the Minister for the Public Services Department and myself, with officer level support being provided from the Executive Leadership Team. The group's focus is aimed at providing political oversight, on behalf of the Policy Council, of the executive's work in improving the States Anti-Fraud Governance Framework and, as such, it receives regular reports on the progress being made with much of the work that I have already highlighted earlier in this statement, to ensure that improvements are being implemented at an appropriate pace. The group is also focusing on the implementation of a corporate risk management framework and a corporate approach to Health & Safety management across the States.

Sir, it should be noted that there is, of course, presently no budget for this work but I would suggest that our experience has shown that we cannot continue our current approach to corporate risk and Health & Safety management. It may be cheap but the consequences of failure are dear.

Looking ahead, my Board welcomes the forthcoming publication of the Public Accounts Committee's review of the States anti-fraud governance framework. Members of the Department, at both political and staff level, were pleased to have an opportunity to contribute to this review and I look forward to reading the report when it is published.

220 Finally, sir, I understand that the police investigation into last summer's fraud incident remains very active, with a view to bringing those responsible to justice and continuing to vigorously pursue the recovery of funds, although, unfortunately, I have no further information on either objective. I will, of course, endeavour to answer any questions that Members may have.

Thank you.

The Bailiff: Deputy Brouard and then Deputy Trott.

225 **Deputy Brouard:** Thank you.

I am very pleased to learn that lessons have been learnt and that procedures are now in place. I would just like to ask a couple of questions of the T & R Minister. Does the T & R Minister now know what went wrong, who was responsible, either for the actual error or for the procedures that were in place that caused the error?

230 I have a second question but if you would like to take that one first.

The Bailiff: Deputy St Pier.

235 **Deputy St Pier:** I think I cannot really add much further to what was said in both July and September in relation to the fraud itself, in terms of how it arose and the gaps in the procedures which allowed the fraud to take place. It is those which we have clearly been concentrating on seeking to close.

In relation to responsibility and, in particular, in relation to any criminal responsibility, I think it would be unwise to comment any further as, clearly, that is a matter for the police investigation.

240 **The Bailiff:** Deputy Brouard.

Deputy Brouard: Thank you.

245 The second part really is I think the Minister will recall that when the fraud first broke, he was very keen to ensure the public and States Members that no stone would be left unturned. I am just a little concerned that we are coming up to its anniversary and I have not seen many stones turned yet, so I would be very interested to know when that is likely to happen.

Thank you.

250 **The Bailiff:** Deputy St Pier.

255 **Deputy St Pier:** Well, I think, as Members will be aware, there are several different Departments and Committees responsible for, if you like, turning the stones. The Public Accounts Committee and, of course, the police investigation are ultimately under the Home Department. Treasury and Resources' role really has been to ensure that all the doors have been closed as quickly as possible and that there is no possibility of any recurrence. That has been primarily the focus of our work and leaving others to investigate the conduct of the Treasury and Resources Department.

260 **The Bailiff:** Deputy Trott.

Deputy Trott: Thank you.

265 Is the Minister of T & R now in a position to answer a question that I have posed to him previously in this Assembly, namely, did our independent external auditors raise any concerns with regard to payment controls of the type that resulted in this fraud?

The Bailiff: Deputy St Pier.

270 **Deputy St Pier:** I am not aware that the external auditors did raise any such concerns.

The Bailiff: Deputy Hadley.

275 **Deputy Hadley:** Mr Bailiff, I think my question might have some relation to that posed by Deputy Trott because a number of us heard a rumour that, some months before this fraud was perpetrated, the Chief Executive of the States had a report that was not acted upon and had that report been acted upon, then this fraud would probably have been prevented. Can he confirm that

rumour is, in fact, the case?

280 **Deputy St Pier:** I do not think there is... I think he is probably referring to the report of 17th May which was the Fraud Risk Assessment, which was a report which, as I advised the States in September, there was no knowledge of it at a political level until the end of July. I suspect that is the report that he is referring to and I addressed my concerns to my September statement.

285 **Deputy Hadley:** Mr Bailiff, this does seem to be yet another case where a report has not hit the political agenda and has been suppressed by the Department.

The Bailiff: No, I do not think that was a question.
Deputy Lowe or Deputy Gollop, you are both rising.
Deputy Lowe.

290 **Deputy Lowe:** Thank you.
The Treasury Minister mentioned that procedures were now in place. Could he tell me if the previous procedures were still in place where anything over £2 million was actually signed off by the Chief Executive as part of that process?

295 **The Bailiff:** Deputy St Pier.

Deputy St Pier: I am sorry, I am not sure I entirely understand the question, if you do not mind.

300 **The Bailiff:** Deputy Lowe.

Deputy Lowe: Unless any new procedures have been in place, or the existing procedures that I was aware of last term, anything over £2 million that needed to be paid would be authorised by the Chief Executive.

310 **Deputy St Pier:** I think I would need to check the details of that procedure and its application before I made any further comment but I am happy to engage with Deputy Lowe outside the Assembly once I have checked the details.

Deputy Gollop: As part of the approach to fraud management would the Minister be in a position of saying that senior officers will be specifically trained in, effectively, corporate risk management in terms of compliance issues and have specialist lectures from people who are experts in fraud.

315 And my second point is, does the Minister envisage people with forensic fraud experience such as, for the sake of argument, retired or active senior police officers, being employed at some level within the States of Guernsey to ensure improving maintenance?

320 **The Bailiff:** Deputy St Pier.

Deputy St Pier: I think that refers... or I think that probably is the objective of the Risk Steering Group with Deputy Luxon, the Chief Minister and myself to ensure that the corporate risk framework that is adopted and implemented by the States is appropriate and I referred in my statement to the possibility of the appointment of a corporate fraud lead to take responsibility for that across the States and the scope of that and the skills of the person who would be required to fill that role is still something that is being considered.

325 In relation to the first part of Deputy Gollop's question in relation to training, yes, I think certainly it is the expectation of the Risk Steering Group that there should be extensive training and I would suggest not merely at the senior officer level because, of course, the risk awareness and how to identify those risks and how to respond to those risks is something which is very likely to have application across the States at all sorts of different levels, depending on people's roles. And so the role of training would be a significant part, I would suggest, of the corporate risk framework.

335 **The Bailiff:** Deputy Trott.

340 **Deputy Trott:** Would the Treasury Minister agree with me that Members should refrain from making statements of the type made by Deputy Hadley in the absence of the civil servant's ability to reply?

The Bailiff: Deputy St Pier.

345 **Deputy St Pier:** I am not sure that question actually arises from the Statement so I do not think I should get involved in that debate, but I note Deputy Trott's comments.

The Bailiff: Thank you.
Deputy Trott.

350 **Deputy Trott:** A slightly easier question: is the Treasury and Resources and Minister aware that Members of this Assembly have a duty of care to senior civil servants in a manner that should ensure that questions of the type asked by Deputy Hadley are refrained?

The Bailiff: Does that arise from the Statement?

355 **Deputy St Pier:** Sir, I do not think that arises from the Statement either and I was perhaps seeking... I understand the point very clearly, as I am sure Members do, that Deputy Trott is seeking to make. I think I am simply seeking to move the debate along, rather than focusing on Deputy Hadley's question or, indeed, individual members of the Civil Service.

360

Guernsey Land Registry Statement by a Member of the Treasury and Resources Department

365 **The Bailiff:** I see nobody else rising so we will move on, then, to the third question – the third Statement, rather – which is to be delivered by Deputy Perrot as a Member of the Treasury and Resources Department.

370 **Deputy Perrot:** Mr Bailiff, at the final meeting of the previous States of Deliberation in March of last year, Members noted a Report on the establishment of a Land Registry in Guernsey prepared by a Project Board which had been constituted by the Treasury and Resources Department to consider the matter. The Project Board was made up of political and staff level representatives of the Treasury and Resources Department, the Greffier, Members of the Guernsey Bar, the Data Protection Commissioner and the Alderney Land Registrar.

375 Having considered the Report, the States – that is, the last Assembly – directed the successor of the Treasury and Resources Department to undertake a comprehensive business case review and to report back to the States within fifteen months with detailed proposals to introduce a Land Registry in Guernsey.

380 The purpose of my Statement today, which I make as a Member of Treasury and Resources and as a newly appointed Member of the Project Board, is to advise States' Members of the delay there will be in reporting back to the States on this matter and the various reasons for it.

385 The Report compiled by the previous Project Board was a result of three years' work by its members. It provided a comprehensive basis upon which to develop more detailed proposals for the introduction of a Land Registry. However, Members of this Assembly should be under no illusion that the associated key legal and resource issues are substantial and, in some cases, very complex. They will require further very careful analysis in order to guide the development of the business case and detailed proposals. Having now fully reviewed the position, the current Treasury and Resources Department believes that its predecessors were overly optimistic as to the timescales that would be involved, given the substantial work that is required to develop the concept set out in last years' report into a sensible business case, including full options appraisals and costings.

390 Of course, since the election last year, the current Treasury and Resources Department has identified, as part of its new business plan, a number of its own policy priorities including, for example, the review of the personal taxation system. In addition, the Department and its staff have been, and continue to be, fully engaged in the successful delivery of a number of key FTP
395 initiatives, including the implementation of the new SAP system and the launch and development,

over the course of this year, of the new Shared Transactional Service Centre. That does not mean that we are not committed to moving the Land Registry Project forward. I can assure you that we are, provided, of course, that the business case is acceptable. Rather, it does mean we have to recognise that this project has to be balanced against a number of competing priorities. On a more practical note, I should acknowledge that our progress with the project has stalled somewhat as a result of the loss of some of the key personnel involved with the original Project Board, together with their significant experience and knowledge of the matter. The Department's two political representatives on the Project Board left the States in 2012 and its lead officer for the Project at staff level retired from the States towards the end of last year. A replacement lead officer has been appointed but his present commitments mean that he will not be able to take up his duties immediately.

I welcome the opportunity now given to me to lead the Project Board. However, as I have already indicated, competing priorities mean that the Board is not going to be in a position to report back to the States with the detailed proposals and business plan by this June, as originally envisaged. Put shortly, Treasury is overloaded with matters of greater priority.

Against the foregoing background and having carried out a full review of the situation, I think it unlikely that the Department will be in a position to report back to the States on this matter until the fourth quarter of 2014. Whilst the Department regrets the delay, this new delivery date is based on a realistic assessment of the work involved and the resources available to undertake it.

In closing, sir, I think the situation highlights the difficulties which can arise if Departments are not careful in considering at the end of each political term the working legacy which they leave for the next Assembly. I very much hope that the ongoing work to develop the States Strategic Plan and the emerging Government service plan will provide a strong tool for managing such issues in future.

The Bailiff: Any questions for Deputy Perrot.
Deputy Gollop.

Deputy Gollop: Well, certainly no one would have more knowledge of the legalistic issues here than Deputy Perrot. But would there be a way in which aspects of this Project could be outsourced to experts or the Guernsey Bar, in order to facilitate faster progress, because I do appreciate the resources within the Department are finite at the moment?

The Bailiff: Deputy Perrot.

Deputy Perrot: I have the greatest affection for the Guernsey Bar but I fear that were the matter to be referred to the Guernsey Bar, it might take longer to get this back before the States (*Laughter*) than if we do it ourselves.

Questions for Oral Answer

440

ENVIRONMENT DEPARTMENT

Bus network

Commitment to consultation

445

The Bailiff: Any further questions?

No? In that case, we move on to Question Time and the first questions are to be asked by Deputy Gollop of the Environment Minister.

450

Deputy Gollop: I thank very much the Minister for endeavouring to answer these questions because I did, in fact, put them technically too late because I forgot that we were meeting on the Tuesday. But, nevertheless, they have been met.

Will Deputy Domaille and his Department undertake to extensively consult formally in fundamentally reshaping the bus network with other stakeholder departments such as Education,

455

Social Security, HSSD, Commerce and Employment and Culture and Leisure, regarding tourism?

The Bailiff: Deputy Domaille.

460 **Deputy Domaille:** Thank you, sir.

I assume Deputy Gollop's question arises from ongoing public consultation on proposed changes to the scheduled bus services. It is interesting that Deputy Gollop talks about extensive consultation with stakeholder Departments such as Education, Social Security, HSSD and Commerce and Employment and then goes on to limit Culture and Leisure's role simply to tourism.

465 Sir, the Environment Department has said that *all* Departments should be afforded the opportunity to take part in the consultation process, whatever form that might take.

470 What the Environment Department has done is what the law requires us to do. We have not limited our consultation to those we think have an interest or second guessed what that interest might be. Instead, we have consulted as widely as we can by publishing a *Gazette* notice and asking the whole Island to give us its views. Departments and Deputies are *not* excluded from this process. The *Gazette* notice refers to them as much as the ordinary person in the street. I would add that, in this instance, even if the law did not require us to go direct to the public, we would do so rather than go through third parties.

475 We will be delighted if Departments take the opportunity that we afforded to them through the formal, legal and extensive process to feedback their views on the changes proposed.

The Bailiff: Any supplementary?

480 **Deputy Gollop:** Yes, apologies, subsequent to asking the Question, I did gather that some Departments had perceived details of this at staff level but it had not necessarily filtered up politically. I would also say, Culture and Leisure: I thought tourism, museums and sports, as well. But on the tourism question, will the Environment Department welcome feedback from all stakeholders within the tourism sector at this point?

485 **Deputy Domaille:** Yes, sir.

The Bailiff: Deputy Gollop, your next Question?

490

Bus network Extension of consultation period

495 **Deputy Gollop:** Why is it not possible to extend this consultation period through the summer months whilst, in the meantime, operating the current bus network this summer on more or less last summer's bus timetables schedule?

500 **The Bailiff:** Deputy Domaille.

Deputy Domaille: Thank you, sir.

505 What Deputy Gollop suggests is possible and at no time have I, or the Department, said it is not. Whether it is desirable is another matter. We know of the operator's real problems running the current routes and timetable to time. That is nothing new: for several years there have been problems with running to time.

510 But the situation has become worse since around a quarter of a million pounds of funding was stripped out of the contract, and the resources to deliver the services reduced accordingly. We know people complain about late arrivals and departures. We know people say that they need a reliable bus service before they will commit to using it. We also know passenger numbers are dropping. We hope that is largely weather-related but unreliable timings cannot help.

515 The operator suggested to us a new system of routes and timings, which the operator believes, with the capped resource available to it, will enable it to run on time and to attract more people on to the buses. Why would we *not* go out to consult on such a proposal? The window between receiving the proposals from the operator and being able to print the timetables for the summer schedule was, and is, very tight. As such, the consultation period cannot be significantly extended

– but we have extended it by one week.

If we want to consult much longer then, as Deputy Gollop suggests, we will have to run last summer's timetable, and we will have to live with the problems inherent in that timetable. We consider it better to consult on the operator's proposals, in the hopes that we *could* deliver a better service for the summer of 2013.

The Bailiff: Any supplementary questions?

Deputy Gollop: Yes, the Minister implies, in a full answer, that the stripping out of a quarter of a million, as part of the FTP process, has contributed to the current situation. Would the Department, therefore, agree that one motivation for the changes is a degree of cost-cutting and efficiency saving, rather than just the development of a more user-friendly network?

The Bailiff: Deputy Domaille.

Deputy Domaille: Thank you.

No, sir. The reasoning behind the change is to try and make the bus service more effective and efficient and we are hoping that the change in the timings will make that difference and the change in the routes will do so.

The Bailiff: Deputy Gollop, next Question?

Bus network

Average ridership per route and journey

Deputy Gollop: Could the Environment Department publicly provide details of average bus ridership per route and journey?

The Bailiff: Deputy Domaille.

Deputy Domaille: Sir, to a degree yes. But I stress the caveat 'to a degree'.

The ticketing system on the buses is manually scrolled forward by the drivers as they are en route. The machine does not accommodate every stop but does accommodate the main intermediary stops. When a person gets on the bus and pays their fare, whether cash or by ormer card, that fare is assigned to the intermediary stop that the driver has set on the machine. Provided this is done correctly, then we have fairly robust information about where people get on and how many get on.

For cash paying customers – and it is only cash paying customers – the driver should ask their destination and, again, this information is captured on the machine *if* the driver scrolls forward to the nearest intermediary stop and records that information on the system. Anecdotal information suggest that not all drivers do this. In any case, it is not, and never has been, done for ormer card passengers. Hence our information on where people get off is much more limited.

Therefore, we can give average ridership or carryings per route or particular service on a route, as this would be the total number of people that get on the, for example, 5N over a given period, divided by the number of 5N services during that period. What we cannot do is provide the same information for each individual journey, by which I assume Deputy Gollop means from point A to point B, as we do not have the robust information about point B, that is, where people, especially ormer card users, are getting off.

Thank you, sir.

Deputy Gollop: Two supplementaries here. A bus users' group meeting recently did, in fact, question the complete accuracy of some of the data underpinning these changes: therefore, would the Department welcome an extended length of time whereby you could improve the anomalies, as outlined by the Minister, such as closer scrutiny of destinations?

The Bailiff: Deputy Domaille.

Deputy Domaille: Sorry, sir. Yes, I mean I think share the bus users' group's concerns, I mean

I am not going to pretend the information we have is robust and complete, and I would welcome any measure that would improve the gathering of that information. I am not really clear why we should delay anything awaiting that information, but ...

580 **Deputy Gollop:** And the other point was: the Minister, for example, uses route 5N, which has not been a particularly well-used route over the years, but I have seen data to suggest that routes 7 and 7A have been the best performing routes on the bus network for some time. Therefore, I ask why the often full coastal routes are being completely abandoned this summer?

585 **The Bailiff:** Deputy Domaille.

Deputy Domaille: Thank you, sir.

We do have information on routes 7 and 7A. If Deputy Gollop or the bus users' group have different information, I would be pleased to receive it.

590 I think, with regard to the comments about route 7 and route 7A, they take up between a quarter and a third of our total resource and, as such, they deserve a special mention. Deputy Gollop will have noticed that we have actually extended the consultation period with an alternative suggestion that concerns the routes 7, 7A, and I would encourage Deputy Gollop and anybody else to respond on that consultation.

595

The Bailiff: Deputy Gollop, your next Question.

600

Optimum bus service Additional financial resources

605 **Deputy Gollop:** My final question is if, in the Environment Department's view, more money is needed to provide an optimum bus service which builds on the current success over the past decade, will the Department consider requesting extra financial help from the Treasury and Resources Department or raise all bus fares further?

The Bailiff: Deputy Domaille.

610 **Deputy Domaille:** These are matters for a more informed debate under the Transport Strategy but it gives me the opportunity to stress that what we are consulting on is nothing more than an interim proposal to try and deliver better services during the summer of 2013 – and quite possibly the winter of 2013-14 whilst the States debates the new Transport Strategy – the size and the role of the buses in that Strategy and implements whatever resolutions come out of that debate.

615 I am not going to second guess those outcomes but I do consider that using the time and effort between now and then to try and improve bus carryings is time and effort well spent. That is why we were, and remain, more than happy to consult on the operator's proposals for improving the services.

620 **The Bailiff:** Deputy Fallaize.

Deputy Fallaize: Thank you, sir.

625 In the summer of 2010, the States subsidy of public transport was cut and bus fares were raised. Is the Minister able to provide some indication of the trend in bus passenger numbers up to the summer of 2010 and since the summer of 2010?

630 **Deputy Domaille:** Yes, I am. I actually have the figures but they are in my case. I could scabble around and get them out... I am happy to ... the bus passenger figures appear on our website but I am quite happy to forward those to any Deputy who wants them.

With regard to the specific question about up to 2010 – and this is from memory – from memory, I believe the numbers have been falling since April 2012, yes... I think April 2012 and that is one of our concerns with these changes we are making.

I hope that answers Deputy Fallaize' question.

635 **Deputy Fallaize:** It is my understanding that bus passenger figures had risen consistently for

ten years before the summer of 2010 and have fallen ever since and, that being so, does the Minister have any concern that the increase in bus fares, which his Department and the operator is proposing, will not have the desired impact of increasing investment in the bus service but will actually cause a *further* deterioration in bus passenger numbers? If so, has the Department taken that into account?

640

Deputy Domaille: Thank you, sir. I have a better understanding of the question now.

Yes, Deputy Fallaize is right. Passenger numbers rose consistently, I think, from 2006 to 2010. I believe I am right in saying that passenger numbers at today's level are still higher than they were in 2006. Again, that is from memory.

645

With regard to the fares, it is fair to say that the Environment Department gave this matter a lot of consideration – a lot of consideration – and, in putting forward these proposals for consultation, we made the judgement that the fares had not gone up by RPI, or thereabouts, and that reflects in those increases. We fully accept that if these changes are adopted, then there is a risk that they will not work. My personal view is that is a risk we have to take and is probably well worth taking.

650

Thank you.

The Bailiff: Deputy Bebb and then Deputy De Lisle.

655

Deputy Bebb: Thank you.

Would the Minister agree with me that, in order to encourage people onto the buses and increase bus passenger numbers that, realistically, we also have to see an introduction of paid parking?

660

The Bailiff: Deputy Domaille.

Deputy Domaille: Thank you, sir.

I think that the whole matter of funding for the buses, the provision of the service, as I said in my answer, is a matter for the Transport Strategy. What I would say is that the Transport Strategy is much more than about funding, it is much more than about buses, it is much more than about pedestrians, it is much more than about cyclists, it is much more than about car users... It covers a whole range of social, economic and environmental issues and I am looking forward to the Strategy coming into *this* Assembly and *they* will make the decision as to where *their* priorities lie and how the various initiatives should be funded.

670

The Bailiff: Deputy De Lisle.

Deputy De Lisle: Yes. In relation to the summer bus service that the Minister has referred to, will Deputy Domaille investigate and review the cuts in bus provision and frequency to the west – as St. Saviour's, Torteval and St. Peter's – in the bus proposals and particularly also the total exclusion of the west from the proposed evening bus service?

675

The Bailiff: Deputy Domaille.

680

Deputy Domaille: Thank you, sir.

I think these are all matters for the consultation process. The Environment Department is out to consultation: we *will* listen, we will consider any representations that are made and I invite Deputy De Lisle to make his representations through the process.

685

Deputy De Lisle: I will be doing that, sir.

The Bailiff: I see nobody else rising with a supplementary question, so we will move on to the next Questions, which should be asked by Deputy Hadley of the Minister for the Health and Social Services Department.

690

Deputy Hadley.

695

Procedural

Order of Questions and delivery of draft answers

700 **Deputy Hadley:** Mr Bailiff, can I start by saying I am a little curious at the order that the Greffier has put these Questions in because my Questions were lodged two weeks ago ...

The Bailiff: The questions were put in the order of seniority of the Deputy, in terms of length of service of the Deputy who has asked the question.

705 **Deputy Hadley:** I do beg your pardon, sir.

The Bailiff: That is the convention.

710 **Deputy Hadley:** I am sorry, sir, (*Laughter*) I thought they were placed in the order in which they were received. My apologies, sir.

Then could I start by asking the Minister to explain why he is not complying with the Rules of Procedure which require him to let me have his proposed answers by 5 o'clock last night, as I have received no provisional answers for the questions I am about to pose.

715 **The Bailiff:** Well, do you want to ask...

Deputy Dorey: I was not aware that he had not received the answers. There was clear instruction to the staff to send them out at 4 o'clock yesterday afternoon. That is what I informed the staff and they were sent to The Bailiff at the appropriate time, by 12 noon. I am unaware why they have not... I will enquire.

720 If he had informed me earlier that they had not received them, I would have made sure he had got them last evening.

725 **HEALTH AND SOCIAL SERVICES DEPARTMENT**

**College of Emergency Medicine Report
Cost of reviewing Accident and Emergency Department**

730 **The Bailiff:** Please ask your first Question, Deputy Hadley.

735 **Deputy Hadley:** In June 2011 the College of Emergency Medicine sent their Registrar, Dr Clifford Mann, FRCB, FCEM, and the President Elect, Mr Michael Clancy, FRCS, FCEM, to review the current work structure and practices of the Accident and Emergency Department. What was the cost of this Report?

The Bailiff: Deputy Dorey.

740 **Deputy Lowe:** Sir, could I just interrupt before Deputy Dorey answers –

The Bailiff: Deputy Lowe.

745 **Deputy Lowe:** – because I am not sure if Deputy Hadley actually has got the answers now, in which case that is fine, but if he has not, would it be more appropriate – if he has the answers – that perhaps the Questions are asked later.

The Bailiff: He has asked the Question. He is entitled to ask the Question, so I suggest that we get on with the Questions.

750 Deputy Dorey.

Deputy Dorey: Thank you, sir.

755 At the time of the review being commissioned, the College of Emergency Medicine had yet to establish this review mechanism as a commercial service. Therefore, the review was provided by the College free of charge except for travel costs incurred by the College's visiting team, which totalled less than £1,000.

The Bailiff: Deputy Hadley.

760 **Deputy Hadley:** Will your Department implement the recommendations in full and, if not, which recommendations will you not implement?

The Bailiff: Deputy Dorey.

765 **Deputy Dorey:** As part of the Health System Review which we are planning to carry out in late 2013, all of the recommendations contained in the Report will be examined. This will inform the outcome of the Review, contributing to the future definition of healthcare in Guernsey. Details of the progress made to date on the recommendations have been sent to all States Members and the media. I do not intend to repeat this information now.

770 In the short to medium term, the Department intends to implement the majority of the College's recommendations in full.

However, Recommendation 2, the appointment of a consultant emergency medical specialist, is the subject of negotiation with Primary Care Company Ltd.

Recommendation 7, a reliable system of nurse triage, is being piloted during busy periods.

775 Recommendation 10, a pre-arrival alert system, is being researched to determine the necessity of such a system.

Recommendations 1 and 4, regarding the participating doctor's training and experience, will be partially implemented to a level appropriate to the Island.

780 Recommendations 5 and 8, requiring the appointment of an additional emergency medicine doctor to replace the out-of-hours primary care doctor, are not being fully implemented at the present time, as they would represent a service development with significant revenue consequences. However, all out-of-hours doctors are trained in advanced life support.

As the Accident and Emergency Service develops, HSSD will continue to consider all of the review's recommendations and a further five year review will be undertaken.

785 **The Bailiff:** Deputy Hadley.

Deputy Hadley: Mr Bailiff, I think the Minister seems to me to be dealing with this matter with insufficient urgency. It is now two years since this Report was published and the recommendations were quite clear that we should have a consultant-led service.

790 The current service, according to the Report, is unsafe. If we have an unsafe service, lives are at risk. The Minister has gone on record in public, saying that in no way does the Report indicate that lives are at risk. We now hear that the Department are considering change ...

The Bailiff: Deputy Perrot.

795

Deputy Perrot: As a point of order, sir, this is not a question.

The Bailiff: This is not a question, yes.

800 Are you coming to the question, Deputy Hadley, or are you making a speech?

Deputy Hadley: I did start, sir, by saying was the Minister treating this matter with sufficient urgency, given that the Report –

805 **Deputy Perrot:** No, he did not.

Deputy Hadley: Again, Mr Bailiff, with the greatest respect ...

The Bailiff: Maybe that is what you intended to say, Deputy Hadley. Minister, do you wish to answer that question?

810

Deputy Dorey: Just as previous HSSD Boards, and the current HSSD Board... yes, we are treating it with sufficient priority but, as you know, we have made considerable progress on many of the recommendations and they were outlined in the media release which was sent to all States Members which, as I said, I will not repeat now.

815

The Bailiff: Deputy Hadley, do you have another supplementary or do you wish to proceed with your next question?

820 **Deputy Hadley:** Mr Bailiff does the Minister think that he is misleading the House because no substantial changes have been made to the current operation of the service? What he is talking about is what they are hoping to achieve in the future.

The Bailiff: Deputy Dorey.

825 **Deputy Dorey:** No, I do not consider I am misleading the House.

As I said, the information is very clearly there in that Report. I am not going to repeat it now but we are being very active in terms of negotiation with Primary Care Limited and we have made progress in considerable areas.

830 **The Bailiff:** Deputy Adam has a supplementary question.

Deputy Adam: Thank you, sir.

835 Can the Minister inform the Assembly that, if consultants were employed in the Accident and Emergency Department by PCCL, then would the charges to the individual person – because, at the present time, if you attend the Accident and Emergency Department you, as an individual, are charged – would the charges, instead of being based on GP rates, be based on consultant rates to the individual attending?

The Bailiff: Deputy Dorey.

840 **Deputy Dorey:** I cannot confirm that at this time. All I can confirm is what was in the letter which we sent out to States Members in terms of progress to date.

845 However it is HSSD and PCCL, which is the Primary Care Company Limited, which currently is contracted to provide the emergency doctor service, are currently defining an alternative model through which an appointment could be made. This will be subject to contract negotiations but we are optimistic that progress will be made.

The Bailiff: Deputy Storey.

850 **Deputy Storey:** Thank you.

As a supplementary to Deputy Hadley's recent question, would the Minister not agree with me that the purpose of the Report by the College of Emergency Medicine was, and I quote from the Report:

855 'to make recommendations on the medium to long term configuration'

– that is, beyond 2017 of the A & E service.

860 That was the purpose of the Report and, therefore, would the Minister agree with me that it is unrealistic to expect a faster response to some of the recommendations, due to the contractual obligations that the Department is bound to?

The Bailiff: Deputy Dorey.

865 **Deputy Dorey:** Yes, I agree. We have a contract which runs to 2018. We are actively negotiating and speaking, as we are with all the organisations we work with, to improve the service, but we are limited to the terms of the contract.

The Bailiff: Deputy Hadley.

870 Sorry, Deputy Luxon, you caught my eye.
Deputy Luxon.

Deputy Luxon: I am more than happy for Deputy Hadley to go first, as he wanted to go first earlier, sir.

875 **The Bailiff:** Okay.

Deputy Hadley: Thank you, sir.

I cannot understand how the Minister reconciles that answer with the statement that was made by his Department –

880

The Bailiff: Is this a question?

Deputy Hadley: – to a question published yesterday. And in fact, what was published in the *Press* yesterday was that...

885

Sorry, sir, I am just trying to find –

The Bailiff: Is this a question?

Deputy Hadley: It is a question, sir. It is to see how he reconciles ...

890

The Bailiff: Okay.

Deputy Hadley: – this with the statement that the HSSD released yesterday, in which it said:

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‘Due to the excellent working relationship between PCCL and HSSD, contractual requirements are not presently an insurmountable barrier to change.’

If that were the case, contractual problems would not be a problem.

900

The Bailiff: Deputy Dorey, how do you reconcile it?

Deputy Dorey: I can only repeat myself and say that we are actively discussing and negotiating with the Primary Care Company Limited but we have a contract. That contract has a sum of money which we have to pay the PCCL each year and we have to operate within that contract. If we want to develop a different service, we would have to pay a different amount of money.

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The Bailiff: Deputy Fallaize, do you have a supplementary?

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Deputy Hadley: Mr Bailiff, is the Minister not aware that the Capita Report said that if we implemented the recommendations of the College, employed three consultants and six associate specialists directly, we would *save* £337,000 a year? So we could have a safe service, fit for purpose, and save £337,000 a year.

915

The Bailiff: Deputy Dorey.

Deputy Dorey: I think he is referring to Question 5 and I will answer that in Question 5, but he continues to mention about a ‘safe service’. We do have a safe service, but as every service which... and I am sure it is not just my Department but many other Departments, you are limited in terms of what you can develop in terms of a community of 63,000 and what is viable within the budgets that we set.

920

So, yes, we have a safe service but, of course, yes, it could be safer. We could have higher qualified people, we could have more people on duty, but that would increase the costs. He has to have a balance between the cost and the service that we provide, but it is a safe service, and in fact, there has been... the Medical Officer of Health has spoken in the media and confirmed that.

925

The Bailiff: Deputy Luxon, then Deputy Fallaize.

Deputy Luxon: Sir, would the Minister agree with me that, considering we live on a 26 square mile piece of granite in the middle of the Channel with 63,000 people that whether he or his family needed to use the A&E Department, myself included, he would be very confident and comfortable about the service he would receive, in spite of the recommendations for improvement that currently the Department is working on?

930

The Bailiff: Deputy Dorey.

935

Deputy Dorey: Yes, I will. And the quality of service that we provide this Island, with waiting times, is significantly lower than in many other communities – but we would not have an A&E Department in the UK for a community of our size.

940

The Bailiff: Deputy Fallaize.

Deputy Fallaize: Thank you, sir.

When does the Department's contract with PCCL expire?

945

The Bailiff: Deputy Dorey.

Deputy Dorey: 2018.

950

Deputy Fallaize: Is the Minister confident, or even hopeful, that the terms of the present contract and the constraints of the Department's budget mean that it will be possible to implement all of the recommendations of the College's Report prior to the expiry of that contract?

The Bailiff: Deputy Dorey.

955

Deputy Dorey: As I said, no, we cannot fully implement those prior to the existing contract coming to an end, but we can and we are working with them to try and improve the service within the financial constraints of the contract and subject to negotiation and we are very optimistic – as I have said in the answer earlier in relation to recommendation 2, the appointment of emergency consultants – that progress is being made.

960

The Bailiff: Deputy Hadley, can I suggest you ask your next Question. (*Interjection*)

Sorry, Deputy Lowe, I was not sure whether you came to my attention or not.

965

Deputy Lowe: Yes, I did, sorry, sir.

I wanted to ask the Minister why he felt the HSSD had taken on two different consultants, if their hands were tied by 2018, before anything could be done? Because that would seem rather a waste of money to have two reviews.

970

The Bailiff: Deputy Dorey.

Deputy Dorey: Sir, Deputy Lowe said we have taken on two different consultants. I do not quite understand –

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The Bailiff: Do you wish to clarify which two consultants they have taken on?

Deputy Lowe: It was the Report from Capita and the previous Report. There have been two reviews taken and I am just wondering why a review after a review and yet he is actually saying that it is unlikely that he could do too much until 2018. In which case, why have a review?

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The Bailiff: Deputy Dorey.

Deputy Dorey: The reviews were commissioned before I was Minister of HSSD but, as I understand, it is normal practice to have 5-yearly reviews in different areas and, in fact, the review of emergency medicine was outstanding and should have been done earlier. So that was done in 2011. As a result of that review and in relation to the Financial Transformation Programme, the Capita review was done, as I understand. But, as I said, I was not a member of HSSD at that time.

985

Deputy Brehaut: Supplementary on that: could the Minister confirm whether both Deputy Lowe and Deputy Hadley were members of the Board that commissioned both reviews?

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Deputy Dorey: Yes, they were. (*Laughter*)

Deputy Lowe: And for information purposes, Deputy Lowe certainly pushed for that review to have action taken on it, rather than going in a drawer.

995

The Bailiff: Can we move on to the next Question. Time is pressing on.
Deputy Hadley.

1000 **Deputy Hadley:** On a point of correction, sir, neither Deputy Lowe nor I commissioned either of the Reports. The Reports were commissioned by the Department and we (*Laughter*) – by the staff. These would have been considered operational issues.

1005

**Accident & Emergency Department
Full cost of operating**

1010 **Deputy Hadley:** What is the full cost of operating the Accident & Emergency Department, including the cost of the GP contract?

The Bailiff: Deputy Dorey:

1015 **Deputy Dorey:** The direct costs of operating Accident & Emergency Department for the year ending 31st December 2012 was £2.13 million. This value includes the PCCL contract, all staffing, nursing and admin, direct A&E recruitment costs, direct A&E maintenance, A&E orthopaedics and consumables.

1020 It should be noted that this figure excludes the charges made to users, as this is collected by the Primary Care Company Limited. It also excludes costs such as utility and cleaning.

The Bailiff: Deputy Hadley.

1025 **Deputy Hadley:** Mr Bailiff, what is the value of savings identified by Capita in their Report last year?

The Bailiff: Deputy Dorey.

1030 **Deputy Dorey:** Last year Capita's Report identified the following potential savings: £337,000, based on the preferred emergency doctor-led option, or £750,000 based on the current model for using in-house GPs. However, these savings cannot be made while the existing contract remains in its current form without incurring a cost.

1035 **Deputy Hadley:** Can the Minister not, therefore, confirm that the Island is being held to ransom by GPs, who will not let go of the highly lucrative contract, and that patients lives are at risk as a result of this?

The Bailiff: Deputy Dorey.

1040 **Deputy Dorey:** Sir, I am extremely disappointed with the comment that Deputy Hadley made and I think myself and the House and this Assembly should completely disassociate itself with that last comment.

As I clearly said, these savings cannot be made while the existing contract remains in its current form without incurring a cost and I will leave it at that.

1045 **The Bailiff:** Deputy Hadley, is this a supplementary?

1050 **Deputy Hadley:** I would like to know if the Minister has actually read the Report, when it says 'it is our opinion that the recommendation to replace the out-of-hours primary care doctor with a second emergency medicine doctor is the only safe way to address these dual concerns'? If that is the case, then it must follow that the current situation is not safe enough *at times*. Therefore, if it is unsafe, then lives are more at risk than they otherwise would be.

The Bailiff: Deputy Dorey.

1055 **Deputy Dorey:** I have fully read the Report a number of times. In fact, we have gone back to

the authors of the Report and we noted that particular phrase and they have amended it to be 'it is the safest way within the current resources'. That is the whole... sums up the whole situation.

1060 Of course, you can have an improved service but it would cost a considerable amount of money, and it is a balance between what is affordable and what is needed. We consider the current service is safe. We have taken on the recommendations of the Report and we are actively progressing them to create a safer service. But there is always a limit on what you can provide within the finances that you have available, and what is required for the population of our size.

1065 **The Bailiff:** Deputy Perrot caught my eye first.

Deputy Perrot: Would the Minister agree with me that Deputy Hadley is using highly intemperate language when saying that the Island is being 'held to ransom' by a named company, when all that that company has been doing is performing a contract negotiated in good faith with the States of Guernsey.

1070

The Bailiff: Deputy Dorey.

Deputy Dorey: I totally agree with the Deputy.

1075

The Bailiff: Deputy Gollop.

Deputy Gollop: I acknowledge that both parties here are acting entirely professionally and in good faith. But how far would there be scope for HSSD to improve the aspect of this contract for its remaining five years? If, in the Health Department's view, improvements *are* necessary but *could* cost money after cordial negotiations have started, would there, therefore, be a case for the Department, on clinical grounds, if that is deemed to be a factor, to make a case to the States or Treasury and Resources Department for additional one-off resources for this particular area?

1080

1085 **The Bailiff:** Deputy Dorey.

Deputy Dorey: I will say that I am very optimistic of making significant progress with negotiating with the Primary Care Company Limited. They are committed professionals who want to provide an excellent service for the people of Guernsey. But they also are commercial and they have signed a contract which was for 15 years. We are actively negotiating with them to provide the best service which is within the constraints of the budget of the Department.

1090

If we wanted to enhance the service, we would have to look at all the services that we provide and decide which is the service that we want to enhance – which is the most important service to enhance. If that was so, we would have to come back to the Assembly, but we do have a budget. There is severe budget constraint on all Departments and we have to live to the best as we can within the budget. As you know, the Department was unable to do that last year.

1095

The Bailiff: Deputy Storey.

1100 **Deputy Storey:** Thank you, sir.

I am particularly concerned that the statements made by Deputy Hadley, which suggest that the Accident and Emergency Service that is provided on the Island is unsafe. And he asked whether the Minister had read the Report. I ask whether Deputy Hadley has read the Report and I would ask the Minister whether he would accept and agree with the statement made in the Report by the College and I quote:

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"The reviewers also acknowledge that, for most presentations to the Emergency Department, the timeliness and quality of care delivered by the healthcare system is already *substantially better* than in many parts of England, not least because of the proportionately lower attendance rate and the access to experienced full-time emergency medicine doctors and consultant-delivered in-patient care on a 24-hour basis."

1110

Would the Minister concur with that statement made by the College of Emergency Medicine?

The Bailiff: Deputy Dorey.

1115

Deputy Dorey: Yes, I do. It is an important statement within that Report and I thank my Deputy Minister for highlighting it.

The Bailiff: Deputy Fallaize.

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Deputy Fallaize: Thank you, sir.

Only in Guernsey could Question Time incorporate the Deputy Minister asking the Minister questions (*Laughter*) and then the Department asking the questioner questions.

1125

It is obvious that Deputy Hadley and the Minister perhaps do not quite see eye to eye on this matter. Would it perhaps be a good idea for the Minister to offer to meet with Deputy Hadley and his senior staff, with a view to discussing their differences and perhaps reconciling them and coming up with a plan of action to address some of Deputy Hadley's concerns because, while the language he has used may be 'intemperate', I am sure that his objectives are honourable.

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The Bailiff: Deputy Dorey.

Deputy Dorey: I am happy to meet the Deputy, but we have a plan of action that we are progressing and it is very clear in that Report that we have sent out to States Members.

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The Bailiff: Deputy Adam and then, I think –

Deputy Adam: Although I have been retired from medicine for ten to twelve years, I fully support what the Deputy Minister of HSSD said.

1140

My concern is the charging aspect, as opposed to the quality. I have no doubt whatsoever about the quality provided by PCCL. However, when he was asked cost, we were told £2.13 million for all the costs, including the lump sum. Can the Minister state what the majority of the lump sum is for and where do the PCCL actually get the majority of the income for providing this service in the Accident and Emergency Department?

Thank you, sir.

1145

The Bailiff: Deputy Dorey, are you able to answer that?

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Deputy Dorey: The breakdown of the £2.13 million is that the largest element of it is all staffing nurse and admin which works out at £1.123 million. The amount paid to the PCCL company is £860,297 but, obviously, they also charge patients and they get income from that, but I do not have details of the charges that they make.

The Bailiff: Deputy Hadley.

1155

Deputy Hadley: Sorry, sir, a point of correction. It is not true to say the Minister is 'happy' to meet me because before, right at the start of his appointment as Minister, I asked that he and I meet the Chief Officer of HSSD to go through my concerns about this issue and that offer was never taken up. I would also like to say that –

1160

The Bailiff: Is this a –

Deputy Hadley: Yes.

1165

Deputy Dorey: I am happy to meet him and we have had numerous phone calls since I became Minister concerning HSSD matters.

The Bailiff: Well, Members of the States...
Deputy Quin.

1170

Deputy Quin: I am not one that is always jumping to my feet making speeches, but I am extremely concerned with what I have heard this morning. This is going to travel far from this House and, after what has happened in England and some of the hospitals there, can I ask the Minister to make *urgent* arrangements to speak to Deputy Hadley because I spoke to Deputy Hadley last night and he is extremely concerned.

1175

I have no medical knowledge but he does and, as you know, his wife is a doctor. I am very, very concerned that this is going to resonate far from this House and I would like to see some instant replies to these accusations.

The Bailiff: Deputy Dorey.

1180

Deputy Dorey: I have replied to the accusations.
It is a safe service we operate, operated by professionally trained doctors.

1185

**Procedural
Extension of Question Time agreed**

1190

The Bailiff: Members of the States, we have substantially over-run the allotted thirty minutes. There is one more Question. Would it be your wish that Deputy Lester Queripel be given the opportunity to ask *his* question of Health and Social Services? (**Members:** Pour.)

The Bailiff: In other words, I put to you that we continue with Question Time.
Those in favour; those against.

1195

Members voted Pour

1200

**Understanding with Irish Nursing Board
Investigation of medical profession and notices of suspension**

The Bailiff: Deputy Lester Queripel, then, will you please ask your Question of the Minister for the Health and Social Services Department.

1205

Deputy Lester Queripel: Thank you, sir, thank you, and I thank the Assembly for allowing me to ask the Question.

1210

In response to a question I posed during the January States debate, Deputy Dorey assured me that he would contact the Irish Nursing Board to ask whether or not an arrangement could be made whereby the Board informed HSSD whenever a member of the medical profession is either suspended from the profession in Ireland or under investigation. Is the Minister now in a position to tell me the result of that communication?

The Bailiff: Deputy Dorey.

1215

Deputy Dorey: I have written to both the Nursing and Midwifery Council and the Irish Nursing Board, seeking clarification of that information that is shared between the two organisations in relation to fitness to practice. I await their responses.

1220

The Health and Social Services Department has also asked the Irish Nursing Board if they would enter into an agreement with Guernsey, whereby they would notify HSSD on each and every occasion where nurses are suspended from the Irish Nursing Board. Again, the Department awaits a response.

The Bailiff: Deputy Queripel.

1225

Deputy Lester Queripel: Thank you.
I am disappointed it has taken so long, sir, and I realise the Minister is not to blame, but could he please give me an assurance that he will pursue the matter if a reply is not forthcoming within the next month?

1230

The Bailiff: Deputy Dorey.

Deputy Dorey: Yes, I can give him that assurance.

1235

Welcome to Mrs Karen Yong, Registrar in St Helena

1240 **The Bailiff:** Members of the States, before we move on, you may wish to note that we have a visitor in the public gallery who has come all the way from the Island of St Helena. She is Mrs Karen Young, who is the Registrar of Births, Marriages and Deaths, as well as the Registrar of Shipping in St Helena, sitting alongside Deputy Greffier Francis.

She has come an awful long way. Thank you very much for taking the trouble to visit us. Please give her a very warm welcome.

1245 *Members applauded*

Billet d'État V

1250

Mental Health (Bailiwick of Guernsey) Law, 2010 (Commencement) Ordinance, 2013, approved

1255

Article I.

The States are asked:

Whether they are of the opinion to approve the draft Ordinance entitled 'Mental Health (Bailiwick of Guernsey) Law, 2010 (Commencement) Ordinance, 2013' and to direct that the same shall have effect as an Ordinance of the States.

1260

The Bailiff: Members of the States, that concludes Question Time and we move on with legislation, Greffier.

1265 **The Deputy Greffier:** Billet d'État V, Article I, Mental Health (Bailiwick of Guernsey) Law, 2010 (Commencement) Ordinance, 2013.

The Bailiff: Deputy Dorey, do you wish to say anything about this rather important piece of legislation that is about to come into force?

1270

Deputy Dorey: Yes I do, thank you, Mr Bailiff.

The Mental Health (Bailiwick of Guernsey) Law, 2010 (Commencement) Ordinance, 2013 will bring the Mental Health (Bailiwick of Guernsey) Law, 2010 into force on 8th April 2013.

1275

The new Law will provide a modern legal framework within which clinicians can intervene, where necessary, to support and protect those with a mental disorder. It will also reinforce the safeguards available to service users, for example by introducing the Mental Health Review Tribunal, which will consider discharging those compulsorily detained under the Law, and by introducing clear guidance on the treatment of patients both in hospital and in the community. The Department takes seriously its power to intervene to detain someone and is committed to ensuring the highest professional standards for all those involved in that process.

1280

In addition, yesterday the Legislation Select Committee enacted the Mental Health (Miscellaneous Provisions) Ordinance, 2013, which will also commence on 8th April. This Ordinance makes additional provision to carry the Law into effect in Guernsey and Alderney, including the introduction of advanced decisions in specified circumstances.

1285

Individuals who are aged 18 or over may, whilst they still have the capacity to do so, make a decision to prevent the administration of treatment when they no longer have the capacity to refuse. This Ordinance also introduces a more general safeguard in relation to the administration of treatment in the community and specified forms of treatment when the service user has attained 18 years of age.

1290

The Bailiff: Any debate?

No? We go straight to the vote, then, on the Mental Health (Bailiwick of Guernsey) Law, 2010 (Commencement) Ordinance, 2013.

Those in favour; those against.

1295

Members voted Pour

The Bailiff: I declare it carried.

1300

Statutory Instruments laid before the States

1305

The Deputy Greffier: The following Statutory Instruments are laid before the States: The Image Rights (Bailiwick of Guernsey) Regulations, 2012 and The Housing (Control of Occupation) (Fees) (Guernsey) Regulations, 2012.

The Bailiff: There have been no requests for any debate.

1310

Billet d'État V

1315

SOCIAL SECURITY DEPARTMENT

**Election of non-voting members
Mrs S M Andrade and Mr M J Brown elected**

1320

Article II.

The States are asked:

To elect

1325

1. As a non-voting member of the Social Security Department, Mrs Suzanne Marie Andrade (commonly known as Susie), who has been nominated in that behalf by that Department, to serve until May 2016 in accordance with Rule 4 (2) of the Constitution and Operation of States Departments and Committees.

2. As a non-voting member of the Social Security Department, Mr Michael James Brown, who has been nominated in that behalf by that Department, to serve until May 2016 in accordance with Rule 4 (2) of the Constitution and Operation of States Departments and Committees.

1330

The Deputy Greffier: Article II, Social Security Department, election of two non-voting members.

The Bailiff: Deputy Langlois, the Minister of the Social Security Department.

1335

Deputy Langlois: Thank you, sir.

I think it would be useful for Members to have some more detail about the two people who we are proposing to join the Department as non-States members.

1340

I would like to just point out and thank both the staff team and my Board for the work that went into arriving at our recommendations. We considered the benefits of non-States members extensively, we took our time before advertising the possibility and we had ten firm expressions of interest. Each of those was interviewed by telephone and then a short list was constructed and they were all interviewed by two members of the Board, not including myself. That then led to that sub-group bringing to the Board firm recommendations for who should be joining us. The final selection was made by the Board and we reached the point of recommending the election of two people.

1345

1350

Mrs Suzanne Marie Andrade, generally known as Susie Andrade: Susie is a BA Hons, MBA, Chartered Manager, Fellow of the Chartered Management Institute and she is Managing Director and owner of The Channel Islands Skills Academy, having worked most recently also as Programmes Director for BPP Professional Education. Now, in addition to that, Susie moved to Guernsey in May 2004. She is a graduate, as I said before, of Liverpool University and she is currently also engaged part-time in undertaking a doctorate in business administration, with a particular thesis relating to demographics and population movement and the cost of the ageing population.

1355 The second person I am proposing to you today is Mr Mike Brown and we have already made
a decision that, in any minutes, he will be referred to as Michael Brown for the avoidance of doubt
because of another well-known person with that name. Mike Brown was – sorry, this Mike Brown
– was born in Nottingham and moved to Guernsey when he was of school age, went to the boys
grammar school and is now a Fellow of the Institute of Chartered Secretaries and Administrators
1360 and a Member of the Society of Trust and Estate Practitioners. Most recently he has been founder
member and director of Confiance Limited and, during 2012, resigned from that board and took on
the part-time obligation of Senior Business Adviser. He is also a Member of the Association of
Guernsey Charities.

1365 Now, my Board are absolutely confident that we have got the right two people here, that they
will bring additional skills and I ask the Assembly for your support.

The Bailiff: Let us have a seconder for each of them.

Deputy Green: I will second.

1370 **The Bailiff:** Deputy Green, thank you.

So, Members of the States, there is no provision for anybody else to nominate anyone, so we
will go straight to the election.

I will put the two of them to you separately. So, first of all, Mrs Suzanne Marie Andrade.

1375 Those in favour; those against.

Members voted Pour

The Bailiff: I declare her elected.

1380 Secondly, Mr Michael James Brown.

Those in favour; those against.

Members voted Pour

1385 **The Bailiff:** I declare him elected.

POLICY COUNCIL

1390 **Rolling Electronic Census Project
Phasing and Legislation, approved**

Article III.

The States are asked to decide:

1395 *Whether, after consideration of the Report dated 28th January 2013, of the Policy Council,
they are of the opinion:*

1400 *1. To note that the Rolling Electronic Census Project will be delivered in two phases and that a
further report will be presented following Phase One proposing the legislative requirements
for successful delivery of Phase Two.*

*2. To direct the preparation of such legislation as may be necessary to facilitate the provision
of a Rolling Electronic Census in a manner compliant with Data Protection and other relevant
legislation.*

1405 **The Deputy Greffier:** Article III, Rolling Electronic Census Project: Phasing and Legislation.

The Bailiff: The Chief Minister will open the debate on behalf of the Policy Council.

1410 **The Chief Minister (Deputy Harwood):** Mr Bailiff, I hope that the short Report which is
before this Assembly is self-explanatory so I shall confine my comments to a brief summary. For
centuries the only way governments have been able to obtain critical information needed to make
sound decisions was to ask the population a series of questions through the time-consuming and
resource-hungry paper-based census process which inevitably can only serve as a snapshot of
society on a particular day, usually at 10-yearly intervals.

1415 However, as information technology has developed, governments worldwide recognise that they now hold in their various databases virtually all of the information sought by traditional censuses and probably much more. Paradoxically, that very technology which has enabled so much information about citizens to be held, itself presents a barrier to sharing such information, because of a variety of databases and systems in place across governments.

1420 The States of Guernsey recognised these matters in 2010 and the previous Assembly decided to create and approve the concept of a rolling and electronic census. At the heart of the project is the need to introduce an IT solution which will enable all the relevant information from different databases held across the States to be extracted to create a census, not on a 5- or 10-yearly basis but at far more frequent intervals, at least annually or, indeed, quarterly, should we so desire.

1425 As you will have read in the Report, the project is progressing well and tenders for delivering the solution are now under consideration. Indeed, since the writing of the Report, the tender is proceeding through the third gateway and, all being well, it is hoped that the first electronic census will be delivered in 2015.

1430 However, as the Report also makes clear, it is not just the electronic solution that needs to be addressed but the need to address data protection issues effectively to give ourselves permission to access information already under our control in a way that is compliant with data protection legislation. This requires an Ordinance which will both legitimise what we are proposing to do and ensure that the individual information of our citizens is properly protected and secured. So the Report also explains that the new system will enable us to go beyond the census and use collectively held data for a variety of other purposes, such as creating an electoral roll, providing a centralised database for names and addresses across the States and so on. But, again, we will not be able to turn this particular opportunity into reality until we have the proper legislative framework in place.

1440 This Report puts the States on notice that this is being investigated and will be the subject of a further report in due course. Those further objectives will require primary legislation. It will not be sufficient to rely merely upon Ordinance. For this States, I simply ask the States to fully endorse the proposals set out in the Report, to prepare an Ordinance to enable the Rolling Electronic Census to proceed in a manner compliant with data protection legislation and to note the intention to return to this States in future for legislation to enable wider use of the centralised States database. I therefore urge all Members to support the Proposition.

1445

The Bailiff: Is there any debate?
Deputy Jones.

1450 **Deputy David Jones:** I hope we do support this. The only thing I would say, as the Chief Minister has said, this is currently going through the Gateway process. Given my scepticism about IT companies delivering the services that they are mandated to do – if you look across the water, you will see that they have failed miserably on several occasions to provide the data that the government has commissioned them for – and I would just want to make sure that we do make sure we have got all the i's crossed... all the i's dotted and the t's crossed.

1455 I think this is a hugely important step forward. The whole Island, in the future and certainly in the past, has depended on knowing how many people are living on it. We need to have a much more up-to-date system for measuring that, especially given the demographics of the Island is changing: that will help Government form its thinking in the future.

1460 I hope the States do support this, but I do ask that the Gateway Review is thorough.
Thank you.

The Bailiff: Deputy Soulsby:

1465 **Deputy Soulsby:** Yes, my question follows on from that of Deputy Jones.

I notice, in the Report, it states that the proposals conform with Principle 4 – taking informed decisions and managing risk – and I would like to know whether the Chief Minister agrees with me that it is not possible to state whether the risks have been managed yet until the solution has been developed?

1470 **The Bailiff:** Deputy De Lisle and then Deputy Gollop.

Deputy De Lisle: Sir, I endorse moving ahead with this as quickly as possible. The lack of comprehensive census data leaves demographic uncertainty. The last census was carried out in

1475 2001 and it is on this that some figures continue to be based, as the States cancelled the 2011 Census and, instead, opted for a rolling database, which is not due to go live until 2014. All Government and private sector users of data will be frustrated by the current situation.

Guernsey, in fact, has been left isolated, lacking vital information by not producing a full 2011 paper census. Unlike others who are able to benefit in the UK, Jersey, the Isle of Man and across the world, from current results of the 2011 Census, we have been left in the British Isles as a hole in the doughnut, lacking vital current and comparative socio-economic, demographic and cultural information.

1480 Even information that I requested of Policy Council recently, as basic as the population numbers in each Parish, will not be available until 2014. This situation is unfortunate, to say the least, especially at a time when managing Guernsey's population is high on the political agenda and when information is needed to evaluate the direction of travel for this Government at such a critical time.

Development of a rolling electronic census is the future direction of travel, as the UK and Jersey are also moving in that direction and I trust that we will work along with the UK and Jersey in our development of a Rolling Electronic Census.

1490 This will take many years, particularly to ensure data comparability to that of the traditional census and to information collected by other jurisdictions because this is something that cannot be done successfully in Guernsey in isolation, in my view. Comparability with other jurisdictions, particularly in the British Isles, is vital for international comparative purpose. And comparative trends through time locally on a consistent basis are essential to assess changes taking place in Guernsey's society. Development of a Rolling Electronic Census will need independent calibration and validation of any corporate administrative database and that will require the need for cross checks with census data. That is why the UK and Jersey, despite having begun work on a rolling census, committed to the traditional census for 2011, utilising the budget saved from 2006, in the case of Jersey.

1495 Both the UK and Jersey hope to bring in a new system by 2021, but this is recognised as a technically complex IT project. The corporate administration electronic system will not, of course, contain all variables of the traditional census, either. The traditional census provides a rich source of variables: country of birth, marital status, residential and educational qualifications, occupation and employer, hours worked, training, transport journeys to work and school, Guernsey Norman French speakers, incapacity disability and care – areas difficult to ascertain outside the traditional census.

1500 There is also potential for an over-count in the population from a Rolling Electronic Census system, as a result of people leaving and not being reported. That is something that we have got to consider – and random household surveys are not always representative of the population as a whole: they need cross checks with other data.

1505 There will be call, also, for the data collected by the Social Security Department, using administrative records and data earlier derived from the paper census, to be used for comparative time series purposes. I would like assurances that, for comparative purposes, users are given clarity and a means of reconciling any differences between past census numbers and the rolling census numbers so that time series data can be readily used and relied upon for comparative purposes in future.

1510 But I welcome and endorse moving ahead quickly – as quickly as possible – with this automated system of dealing with population information.

1515 Thank you, sir.

1520 **The Bailiff:** Deputy Gollop.

Deputy Gollop: Yes, sir. It is interesting... I have taken up, amongst other things, a little bit of an interest in the Eisteddfod and Guernsey French and one of the areas that is not entirely clear, as it was when we had the traditional paper census, was how many Guernsey French speakers we have. I think those are the kinds of questions that I think we regret not seeing data on – travel and transport movements being another – with the loss of the traditional census.

1525 Nevertheless, we move on and I have been interested to hear in the media quite a lot – over the last year or two: Deputy Allister Langlois, in particular – give interviews to journalists who do not necessarily fully understand the changing map, suggesting that, actually, it is not that we do not have data or census, it is just that it is online. It is not static in a book that researchers compile. It is constantly changing and evolving because it is, by definition, an electronic interface.

1530 The problem that I have – and I think was raised a lot by Deputy De Lisle, in a way – is that a

1535 lot of the information that Government holds that could be produced tomorrow into an online
census, or a book that we could look at, is not actually happening. I do not, for example, know the
current population of the ten Parishes. That would be useful to know on many levels, whether it be
looking at policy on travel or looking at policy on housing, looking at policy on social areas,
1540 looking at policy on education – even assigning the number of States Members representing each
area which, historically, was based upon population. I find that there is a shortage of readily
available data on that, and also on other things like houses constructed, that you could actually
more easily find in the 1980s, 1990s and previous periods. That is the problem, I think, that the
electronic census work is not being produced in a way that is readily accessible.

1545 **The Bailiff:** Does anyone else wish to speak?
Yes, Deputy Gillson.

Deputy Gillson: Sir, I will probably support this initiative, the census, I do have one query
which was actually raised by St. Sampson's Douzeniers and it relates to 2.42 of the Report, which
1550 suggested a slightly misleading statement.

It compares the cost of the new system to running the traditional census every five years but
my understanding is that censuses have been run every 10 years, so I would say a fairer
comparator would be aiming to be less than the cost of a 10 year census. I would just like the
Chief Minister to confirm whether or not the intention is that the new system will be less than
1555 running a traditional census every 10 years, which is the true cost that we have actually incurred.
Thank you.

The Bailiff: Deputy Storey.

1560 **Deputy Storey:** Thank you, sir.

Whilst I will support this Report and support the resolutions, I endorse a lot of what Deputy De
Lisle has already said and am especially concerned about the lack of effective census information
for what is an extraordinarily long period of time. The next lot of information is going to be
published in 2015 perhaps, if we are lucky and, at the moment, then, we are going to be working
1565 on data that could be up to 15 years out of date. We are making quite significant decisions based
on some of this data and I think that is a little concerning.

The second point – perhaps the Minister could answer this in his summing up, sir – is in
paragraph 2.8 on page 337, 2.8.ii, where it says:

1570 'The secondary objectives of the Rolling Census are to:
[...] Make it easier for Islanders to update personal data that is used by Government where possible.'

and I just wondered whether, in fact, there is going to be an obligation on members of the public to
actually update any changes in their personal circumstances on the Census data or whether this is
going to be voluntary and how on earth, if we are relying on members of the public to update data
1575 which is held, how are we going to be able to check that that data is correct and up to date?
Thank you.

The Bailiff: Deputy Bebb.

1580 **Deputy Bebb:** Thank you, Mr Bailiff.

I was not really intending to speak on this but I am surprised as to the number of people who
are supporting it without actually raising questions, so I stand in order to start asking some of the
very basic questions that I am very concerned about. I was concerned that paragraph 3.9, I believe:

1585 '...the IT system delivered for Phase One will (having overcome some substantial technical challenges)...'

This information is very personal information pertaining to every single member of the Island.
We are talking about very invasive questions, we are talking about people's incomes and yet I see
no security in relation to the physical security of the data that will be held on those servers: no
1590 mention at all about what type of encryption will be used, no security at all is being mentioned,
given that this type of information could then be freely available to anybody who bothers to
actually go looking.

We are all aware of the fact that the States of Guernsey have, historically, had a *very poor* track

1595 record on data security and yet here we are simply subscribing to yet another amount of
information being held electronically, with no guarantees as to the security of that system. I would
sincerely say that I was shocked to hear people talk about how they are pleased to see it all moving
electronically. The one thing that we can guarantee that those hackers from North Korea, China or
anybody else who wants to, do not easily access our paper records – we do tend to think very
carefully about locking all of them away – but we are not thinking on the same lines in relation to
1600 this kind of information on *electronic* substances.

To add to that, I see that we are also looking to get rid of the electoral roll because we can
automatically assume that people want to be on the electoral roll. Here in Guernsey we give people
the choice. Surely, we should continue to give them the choice. To assume that, once your name is
1605 on one database, you subscribe to everything that this Government is intending to do is simply
wrong. I am just surprised, shocked, to hear that so little concern has been raised as to the security
of what is such delicate information and I sincerely hope that we would see very strong measures
being proposed by the Policy Council – not being made public, for very obvious reasons – people
do not want to tell people who are hacking exactly what we are doing, but surely, as a government,
we should be given the comfort necessary to ensure that this type of information is securely held
1610 before we can subscribe to this type of intervention.

Thank you.

The Bailiff: Yes, Deputy Laurie Queripel.

1615 **Deputy Laurie Queripel:** Thank you, sir.

I do rise to support Deputy Bebb's concerns. I was concerned when Deputy De Lisle spoke
when he mentioned the private sector getting access to some of this information. Governments
have a history of having a very poor record of keeping data in confidence. Indeed, some
governments have sold data to the private sector for market research purposes. So can the Policy
1620 Council guarantee, can Deputy Harwood guarantee, in answer to Deputy Bebb's question, that
there will be the strictest security measures in regard to keeping this data in confidence, as the
Report assures us that it will? I would also ask, will the supplier of the IT system – a third party, a
private entity, no doubt – have access to the data that will be compiled?

1625 Thank you, sir.

The Bailiff: Does anyone else wish to speak in debate?

Yes, Deputy Trott.

1630 **Deputy Trott:** Well, only really to, I think, take issue with the point made by Deputy Bebb,
who asserted that we have a very poor track record on electronic data protection. We have
anything but, sir.

My understanding is – and I am sure the Chief Minister will be able to confirm – that there are
regular attacks on our servers from those carrying out the sorts of malicious attacks that happen
elsewhere and our firewalls and other defences are extremely rarely breached. There was one such
1635 occasion during the last few weeks in my time as Treasury Minister, when some minor details,
historical details, were accessed but my understanding is that, since that time, our electronic
firewalls have protected our data absolutely.

1640 **The Bailiff:** Deputy Bebb.

Deputy Bebb: Sorry, a point of order but I actually have a number of colleagues in the IT
industry that have purposely hacked into the States of Guernsey website, have gained Income Tax
information that way and have, therefore, contacted the Police. Rather than actually taking the
1645 information on board, I can confirm that the Police threatened them rather than sought to address
those issues.

The Bailiff: Deputy St Pier.

1650 **Deputy St Pier:** I rise to comment on both Deputy Bebb and Deputy Laurie Queripel, to give
some reassurance that the question of cyber security and cyber risk is one of the issues which the
Risk Steering Group, which I referred to earlier in my Ministerial Statement, is concerned to
understand and concerned to ensure that the Policy Council also understands the risks and issues
around that. So just to give you some reassurance that it has certainly not dropped off any agenda.

1655 In relation to the last point, which Deputy Bebb has made, clearly, as the Minister for the Treasury and Resources Department, he has made reference to those he knows have been able to successfully breach the Income Tax systems, clearly I would welcome further details of that so I can follow it up, as it is clearly a matter of concern.

1660 **The Bailiff:** Deputy Le Tocq.

Deputy Le Tocq: Just simply to add I, as Home Department Minister and my Department, will be very interested to find out also what went on, so if he wants to speak to me I will take that up.

1665 **The Bailiff:** Deputy Langlois.

1670 **Deputy Langlois:** If I could make up a trio of three on this bench (*laughter*). I think we have to be very, very careful with headline grabbing allegations of this sort because what we have got here is a project which is well developed, is following the procurement process precisely. In the last Treasury and Resources Committee there was a sub-group responsible for IT and the whole business of data security was extended. We had a senior appointment made and a lot of steps have been taken to put data security in place.

1675 My Department will be central to this process because of the data that we hold and I will join the other two Ministers in saying that if there is any suggestion that it is easy to hack into States systems then, in fact, I would find it totally irresponsible if a Member of the States knew that and did not make the people responsible aware of what the problem was and where it was coming from. So please take this Report at face value in the right sort of way because it is at stage two or stage three of the overall process of commissioning this system.

1680 **The Bailiff:** Alderney Representative Jean.

Alderney Representative Jean: Thank you.

1685 Talking on an electronic census, in Alderney at the present time electronic census would not suit us at all. I believe this is a thing that needs to be tried and tested and the concerns that have been expressed are very much how I feel about the thing. I also feel that, particularly in Alderney, we need a proper count, we need to see what is going on. We cannot really wait for this and it may be possible that we have to continue with the old system for now.

Thank you.

1690 **The Bailiff:** Any further debate?
No? The Chief Minister, then, will reply to the debate.

The Chief Minister: Thank you, sir.

1695 I find it somewhat ironic that a dinosaur like myself (*Laughter*) should be introducing a matter of policy relating to IT.

I note Deputy Jones' concern over IT projects in general. I share that concern but we have gone through the proper procurement process. As I mentioned, the procurement currently is going through Gateway 3, so I would hope that Deputy Jones will take comfort from that.

1700 Deputy Soulsby rightly points out that, in fact, we can only really recognise the risks associated with the project once that project has properly been in place and has been implemented and that is fully understood. Nevertheless, we can, hopefully, identify in advance, some of the risks that may be associated with such a project.

1705 Deputy De Lisle: I welcome his support for the project. I understand his concerns over the lack of the 2011 census: that was a decision taken by the previous Assembly but I can also understand his concern to try and ensure that whatever information that will be available through this rolling electronic census will be comparable with other jurisdictions. I note that, I am not sufficiently familiar with the technical detail as to how that comparability may be measured or may be assessed.

1710 Deputy De Lisle also mentioned concern about the considerable delay that has taken place since the last official census and he mentioned, or he acknowledged, that the UK and Jersey were both looking at introducing a rolling electronic census. The point I would make there is that, in relation to both those jurisdictions, the timescales, I think, will require going into 2020 and beyond. In our case, of course, we are talking about the first census being available under this new system in 2015 but I do acknowledge that is 14 years since the previous census.

1715 Deputy De Lisle also asked me to give an assurance that users will be given a time series data. I think I understand the nature of that comment but I have to say that my technical knowledge, my technical abilities, do not at this stage allow me to make such an assurance. I will take a note of the comment that he has made and no doubt that will be fed into the either the procurement process or, perhaps more appropriately, into the technical detail that will no doubt follow from the Ordinance.

1720 Deputy Gollop recognises that information does change daily and consequently the Rolling Electronic Census is capable of re-acting to changes, whereas an original paper based census would only pick up snapshots at either 10-year or 5-yearly intervals. His comment about population of different Parishes, I understand that and, again, I am not in a position, I think, to advise whether or not the proposed census arrangement will be able to give that information. I would hope it would do, but I will certainly take note.

1725 Deputy Gillson raised an interesting point. I do not know the answer, but I will try and find out for you, sir, whether the appropriate budgetary comparative cost is ten year or five year. I will have to make further enquiries on that.

1730 Deputy Storey raised a question in relation to paragraph 2.8.ii. I would point out that relates to the Second Phase and I had already in my introduction made it clear that there will be further legislation and a further report coming to the States if, in fact, we do wish to extend the process to provide information to third parties, as suggested. So that will be a second phase and there will be an opportunity for States Members to review the process that will be put in place when, and if, we come back to the States on that matter.

1735 Deputy Bebb clearly is anxious about the ability to hack into information. The whole point of this proposal is that the information is already held within the States system. The technical challenges that he mentioned – he referred to paragraph 3.9 – I believe relate to the challenge to anonymise the data – to make it anonymous. Clearly, there is within the existing States various data banks of information which relate to individuals, which can be identified to individuals. The purpose of the Rolling Electronic Census will be to make it anonymous and that will be one of the technical challenges that is, no doubt, to be faced. I believe my colleagues, Deputy St Pier, Deputy Le Tocq and Deputy Langlois, have also expressed their concern that if people are hacking into existing data banks within the States system, please let them know, please let the authorities know. I do not believe the Rolling Electronic Census will increase the risk associated with such hacking given, as I said, that, basically, it is drawing together information that is already within the States system.

1745 Deputy Queripel expressed concern with the private sector having access. Again, I would make the same point: that is really a matter for Phase Two. As I have already said, there will be a further report and there will be further legislation required and States Members will have the opportunity of then considering the extent to which it is appropriate for information to be made available to, or to allow the private sector to have access to.

1750 Deputy Trott has identified issues about data security, and I would just like to emphasise and concur with the point made by Deputy St Pier that the issue of cyber security is a matter that the Risk Steering Group of Policy Council is actively considering and it is high on the agenda. Cyber security is increasing. It is an issue that is affecting lots of jurisdictions and it is matter that clearly we, as a jurisdiction, will not be immune from and we have to understand and we have to test the firewalls that are in place and the other security measures that are in place.

1755 Deputy Le Tocq and Deputy Langlois, again, your support is welcome.

1760 Alderney Representative Jean: we recognise in our Report that Alderney is a separate matter. If you wish, if Alderney wish to go down the Rolling Electronic Census, it would have to be a separate Ordinance and that is clearly recognised. That is really a matter for the States of Alderney I think to determine in its own good time how it wishes to proceed.

1765 Sir, I hope I have addressed the questions and points that were raised. I would ask all Members to support the Proposition that we proceed to prepare an Ordinance to deliver Phase One of the proposal, which is to create the Rolling Electronic Census.

Thank you, sir.

The Bailiff: Deputy Bebb.

1770 **Deputy Bebb:** Sorry, could I just ask for a clarification: the Chief Minister stated that the technical issues were concerning the anonymisation of data. Given that that is obviously central to my concern, could he confirm whether those technical issues have now been overcome?

The Chief Minister: I believe those have been certainly reviewed during the course of the

tender process.

1775

The Bailiff: Members, we come then to the vote on the Propositions. There are two of them both on page 341.

I will put both to you together.

Those in favour; those against.

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Members voted Pour

The Bailiff: I declare them carried.

1785

Billet d'État VI

1790

POLICY COUNCIL

States Strategic Plan 2013-17

Debate commenced

1795

The States are asked to decide:

Whether after consideration of the report dated 28th January, 2013, of the Policy Council, they are of the opinion:-

1. To approve the inclusion of the Statement of Government Values as part of the Plan. (Section 10.2)

1800

2. To approve the revised Statement of Aims as set out in the Plan. (Section 10.3)

3. To approve the new Statement of Fiscal and Economic; Social and Environmental Policy Plan General Objectives and Themes as set out in the Plan. (Section 10.3)

4. To approve the Statement of a Political Direction of Travel as set out in the Plan. (Section 10.6)

1805

5. To confirm that the States Corporate Policies continue to be appropriate for legal and regulatory purposes as set out within the Plan. (Section 10.7)

6. To note the Fiscal and Economic; Social, and Environmental policy challenges identified in the Plan. (Section 10.4)

1810

7. To note the update on the Island Resource Plan for Energy in the Plan. (Section 10.5 (10.5.4 to 10.5.17))

8. To note the update on the Island Resource Plan for Infrastructure in the Plan. (Section 10.5(10.5.18 to 10.5.31))

9. To note the update on the Island Resource Plan for Population Management in the Plan. (Section 10.5 (10.5.18 to 10.5.40))

1815

10. To note the update on the Island Resource Plan for Strategic Land Use in the Plan. (Section 10.5 (10.5.41 to 10.5.50))

11. To note the Policy Council's intention to consult with States Members, States Departments, States Committees and other relevant stakeholders during 2013 P 2014 and as a first step, to present a report to the States in July 2013 setting out the principles for the development of a Government Service Plan to facilitate multiyear corporate and departmental planning and budgeting.

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12. To note all other sections of the 2013-2017 States Strategic Plan and accompanying report not specifically referred to in Recommendations 1-11 above

1825

The Deputy Greffier: Billet d'État VI, Policy Council: States Strategic Plan, 2013-17.

The Bailiff: The Chief Minister to open debate.

1830

The Chief Minister (Deputy Harwood): Thank you, sir.

This is the first States Strategic Plan of this Assembly and is the fourth one to have been published since 2009. Four years hardly qualifies as long enough to establish a tradition but this year's States Report and attached draft States Strategic Plan certainly differs from its predecessors

in being deliberately more concise and concerned wholly with the 20- to 25-year future.

1835 The re-focusing of the Plan means that although our longer term view high level aims etc. can be revised at any time, the normal expectation would be to review the Plan comprehensively only once in each States term. This does not mean that the Plan will sit on the shelf once it has been approved.

1840 First, the Plan remains a live documents, in that it sets the agenda for the proposed new Government Service Plan which I will deal with later in this speech.

1845 Secondly, because the Plan is made up of a family or suite of plans, as described on page 359 in diagrammatic form. Each one of those subsidiary plans – that is, the Corporate Policy Plans and the Island Resource Plans – can be amended by this Assembly as and when appropriate and then set back into place as part of the States Strategic Plan. This arrangement combines flexibility with a continuing sense of the overall direction of Government.

1850 I appreciate the new format of the States Strategic Plan will not necessarily meet everyone’s expectations. Those Members in the past who have used it as a reference book each year in order to access what is going on across the States Departments will no longer necessarily be able to do so. Instead, those Members and other readers are directed, at specific points in the Plan, to go to States website where they will obtain more detailed background information. In general, however, I hope that Members will welcome the production of a shorter, more readable form of Plan that has a clearer function.

1855 The States Strategic Plan was last debated in October 2011. On that occasion, the debate was complex and involved what has been described as a series of mini-debates, about different aspects of the Plan within the envelope of the general debate. On this occasion, Policy Council has agreed with the presiding officer that this approach would not necessarily be helpful this year, nor would it be consistent with the view of the Policy Council that the Plan should be regarded as a single Plan. The contents of the States Report and Plan are less diverse than in 2011, and the States is not being asked to approve any of the subsidiary plans within the SSP at this time. Indeed, in these circumstances, a general debate rather than a sequence of topic debates fits with the growing appreciation that policy has to be viewed in the round.

1860 Sir, when the previous Assembly handed the SSP on to the present Policy Council and on to this present States, they acknowledged, as it were, as an end of term report, that the Plan still lacked key elements. Those elements are identified in the Executive’s summary to the Report in front of us, broadly as follows:

1865 Firstly, there was no agreed political agenda for setting a direction of travel. Secondly, there was no corporate mechanism to implement such an agenda, even if it existed and, thirdly, the annual States budget is largely based on an historic approach to funding individual States Departments, rather than on funding to deliver the wider corporate agenda. This Report describes a mechanism that is proposed to implement an agreed States strategy and to link it to a new form of budgeting through the introduction of the concept of the Government Service Plan. Pages 395 – 1870 396 of the Billet set out the proposed new statements of the States aims and general objectives, in terms of fiscal and economic, social and environmental policies, and also themes that describe the way in which each objective will be pursued, that is, the line of approach.

1875 The list of aims is a little longer than the one we inherited from the previous Assembly, but it takes on board messages that we received at meetings that were held with States Members in November 2012 and in January of this year, which suggested we should put additional emphasis on certain areas. The Report, on page 372, explains the reasoning behind each of these changes.

1880 The statement of general objectives and themes, on the other hand, is shorter than previously. This is partly because we recognise some objectives in the 2011 Strategic Plan had a shorter term focus than the 20 – 25 year horizon of the proposed new Strategic Plan, and therefore were no longer appropriate. For example, fiscal and economic objectives included reference to specific economic growth figures and a figure for maximum inflation which, realistically, could only be set in light of current conditions and which must, of necessity, only be credible in the short term.

1885 As with the aims, the wording of the general objectives and themes takes account of the views that States’ Members expressed during those early informal consultations. What Policy Council is recommending today is a more succinct expression of long-term objectives, designed to fit compactly onto one page. The objective and themes are written in terms of the situation that we want to reach over the next 25 years. They do not attempt to identify every single contributory action or aspect of Government that will be involved.

1890 This year, for the first time, the States Strategic Plan includes a statement that is intended to encapsulate the majority view of the States about our direction of travel towards achieving our aims and objectives. In a party system the election winners come in with a mandate to pursue their

1895 manifesto. Clearly, this is not the case with our political system in Guernsey, which has its own
 strengths but also has some intrinsic difficulties, not least for demonstrating accountability. If we
 cannot explain where we are intending to go, the public cannot then hold us to account for failing
 to get there. And you could argue that good governance is therefore undermined. On the other
 hand, is it possible for 47 independent States Members, including our Alderney Representatives, to
 create a pro-active majority agenda when, in our form of Government, the States have traditionally
 1900 responded reactively, debate by debate, to the issues in front of us. I believe that the discussions
 that were held with States Members in November and January have started us off on the right road
 towards building a stronger consensus within Government – that is, all 45 elected Members of this
 Assembly and our two Alderney Representatives. But the statement of political direction of travel
 and the list of key strategic policy topics set out on pages 432 and 433 is only a starting point in
 this respect. It is a tentative step in the process of articulating that consensus.

1905 The existing Corporate Policy Plans – that is, the Fiscal and Economic, Social and
 Environmental Policy Plans – are not being formally reviewed today because the Policy Council
 believes that this can be done more effectively next year once the first Government Service Plan
 has been adopted in its new form. Those Plans continue to apply and remain valid and available on
 the States website in their present form. Updates on progress with the Island Resource Plans for
 1910 population management, energy, strategic land planning and Island infrastructure are, however,
 included in the States Strategic Plan, and I would point out, in addition, that population policy and
 population management are both identified as key strategic policy topics the Policy Council
 wishes to see debated within this term. The latter – which is the population management – is
 intended to be the subject of a States Report which, hopefully, will be brought in the next quarter.

1915 The proposed Government Service Plan will be the final big component to be fitted into place
 in the Government planning process. Its relationship to the States Strategic Plan is illustrated by
 the four diagrams on pages 365 – 368 and, again, in the body of the States Strategic Plan on pages
 389 – 392.

1920 The Government Service Plan will be a rolling 4-year plan. Instead of the current annual
 budgeting cycle, the Government Service Plan will enable a multi-year planning and budgeting
 process. By definition, as a rolling plan, there will be an annual debate to review progress and to
 confirm that the Plan is on track, and obviously, with each year that passes, to carry the Plan
 forward by introducing a new year as the fourth year in that Plan.

1925 As noted earlier, the States budget has traditionally been based on funding States Departments
 rather than on funding the wider corporate agenda. The Government Service Plan will continue to
 fund Departments who provide public services but will also fund the priority programmes and
 projects that we, as the Assembly, want to put into action, as the change agenda, if you can put it
 that way.

1930 In previous decades we might have had the money to do it all, to continue with the nice-to-
 have services as well as the priorities for action. But this, sadly, is not a route that is likely to be
 open to us now when money is much tighter. During the term of this Assembly we are going to be
 faced with the difficulty of weighing up competing claims for expenditure and deciding what we
 will do less of as a Government, so that money, staff and other resources can be directed towards
 areas that are of greater importance in meeting our objectives.

1935 Multi-year budgeting alone would not drive this forward. The value of having a Government
 Service Plan is that it will bring our policy thinking and financial thinking together within a single
 document. Work to produce a multi-year planning and budgeting system began as part of the
 Financial Transformation Project. It is now continuing under the Government Service Plan banner.
 As the Strategic Plan Report explains, that Government Service Plan is being developed in two
 1940 phases. First, the principles behind the Plan will be presented to the States for approval in July of
 this year, so the States can decide whether or not it wishes to support the approach that is being
 recommended. It is must be recognised that approach may be viewed by many as radical. If that
 support is forthcoming, then the first Government Service Plan in the form of a 4-year rolling plan
 will be put together over the following months, for debate and adoption during 2014.

1945 Although Policy Council wishes that it had been possible to deliver the first full 4-year rolling
 Government Service Plan this year, the amount of consultation and work required to be able to
 transform States policy-making and budgeting systems in this way cannot be carried out within
 this timeframe. As Members are aware and have frequently reminded Policy Council, the
 commitment of staff to complete the Financial Transformation Programme efficiency projects and
 1950 to implement the SAP business software system has been such this year that it has not been
 feasible for those same people to take on the Government Service Plan at the same time.

The States Strategic Plan Report provides an outline of what the Government Service Plan

1955 process will entail. There will, however, be informal consultation with States' Members, with Departments and with Committees about the structure and approach of the Plan ahead of the July debate so that the implications of the proposals will be fully understood.

Although the Government Service Plan represents the final piece of the States corporate planning jigsaw, it is not my intention today to rehearse the July debate, when our focus today is on the States Strategic Plan itself.

1960 The States Strategic Plan is, inevitably, a high level strategic document. It lacks the details that many Members of this Assembly may wish to see, but I would ask States Members to support the States Strategic Plan in a genuine attempt to provide long term strategic direction for the Government of this Island.

Sir, I would ask all Members of the Assembly to support the Plan.

1965 **The Bailiff:** Members, I have been given notice of two amendments and I propose that we take, first, the amendment proposed by Deputy De Lisle, seconded by Deputy Gollop.

Deputy De Lisle.

1970 **Deputy De Lisle:** Thank you, sir.

My amendment relates to a statement in the political direction of travel and the Chief Minister referred to this section a few moments ago, set out on pages 432 and 433 of the States Strategic Plan in front of you. And set out in section 10.6.4, the second bullet point from the end under the Key Strategic Policy Topics, the specific that I am referring to in the amendment reads:

1975 'The replacement of the Urban and Rural Area Plans with a new Development Plan in line with the Strategic Land Use Plan'

1980 That is on page 433. The suggestion is there that the Department has interpreted its instructions, from all the work that the States has put into the Land Use Plan, to throw out the Urban and Rural Plans and all that that means and replace them with an entirely new Plan. Now this is something new to me and I think it might be new to other Members and I believe that it needs debate as a result, so that the wool is not drawn over the eyes of the States' Members and the public at large. We did not have a debate on the Strategic Plan in 2012 and this amendment is directed at providing clarity on the way forward:

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To insert after 'as set out in the Plan' in Proposition 4:

' but subject to the modification of the penultimate bullet point of section 10.6.4, by deleting-

"The replacement of the Urban and Rural Area Plans with a new Development Plan in line with the Strategic Land Use Plan."

1990

and substituting-

"Modification of the existing Development Plans (the Urban and Rural Area Plans) in line with the Strategic Land Use Plan".'

1995 The proposed amendment reads 'Modification of the existing Urban and Rural Area Plans in line with the Strategic Land Use Plan.' The objective of the change would be to modify the existing Urban and Rural Area Plans instead of abandoning them for a new Development Plan. This is in order to cut down on work and resource needs at a time of austerity and to provide continuity and transparency in the development plan process. The intention would be to continue with an Urban Plan, amended, and a Rural Area Plan, amended accordingly. That is consistent with what is suggested, actually, on page 429, which makes it quite clear to the reader that the intention is to publish development plans, as does the next page 430, in paragraph 10.5.46. The bottom line makes it clear, on that page, the development plans currently are the Urban and the Rural Area Plans. So the word given throughout this section, and through the Strategic Land Use Plan, appears to contradict, and is inconsistent with, the planning statement that is provided with respect to the replacement of the Urban and Rural Plans with a development plan in line with Strategic Land Use Plan.

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2010 Now I want to explain the concern here, very briefly, if the new spatial strategy offers only a slight relaxation – a relatively subtle shift, as is stated – there is no need, then, for radical reform in the existing development plans, the Rural and Urban Development Plans. Our earlier plans had already introduced the basic elements of village centres and the structure is in place for the overarching spatial strategy of the new Strategic Land Use Plan, which aims to concentrate development within and around the main centres of town and The Bridge, with some limited

development occurring within and around the local centres.

2015 Now, sir, there is danger in sweeping out the old Plans and bringing in an entirely new
Development Plan whereby development is focused around a hierarchy of centres. That relaxation
of planning laws could result in a planning free-for-all, instead of filling empty retail and
commercial space in the town and The Bridge and protecting open green countryside in all
Parishes by actually introducing development centres dotted around the Island. This would entail
2020 increased development outside the eastern corridor and into various village centres – L’Islet,
L’Aumône, Pleinmont, Le Coudré, Cobo, St Martin’s, Jerbourg, Le Bourg, St Peter’s. These
centres have yet to be identified in the new Land Use Plan, but modification of the Urban and
Rural Development Plans would provide controls, while allowing the necessary flexibility that the
new Land Use Plan requires.

2025 In terms of transparency, it is important that the public have a frame of reference from which
they could easily compare the new from the existing Development Plans. In this way, the
development planning process is open and transparent to all and easily understood. Thereby all can
see how the existing Development Plans are being updated to incorporate alterations prescribed by
the Law and the objectives of the Strategic Land Use Plan. There is a lack of transparency within a
2030 system which makes it difficult to work out differences without detailed investigation. This
understanding is important, as the Strategic Land Use Plan sets out a spatial strategy for the
location of further development Island-wide and the new Strategic Land use Plan seeks a
relaxation of the policies set out within the Urban and Area Plans.

2035 It is also important to provide continuity in the development planning process and the fact is
that the underlying rationale of the Urban and Rural Plans has been aimed at regenerating town
and protecting the countryside due to concerns over damage done by the continuing spread of
suburbanisation across the Island and undermining the viability and vitality of town and The
Bridge through under-investment.

2040 I call on Members, then, to support this amendment, allowing modification of the existing
Urban and Rural Area Plans in line with the new Strategic Land Use Plan, rather than sweeping
away the Rural and Urban Plans and starting again and replacing the Urban and Rural Area Plans
with a new Development Plan. As I said initially, it is important that the States have the
opportunity to discuss this element of the States Strategic Plan.

Thank you, sir.

2045 **The Bailiff:** Deputy Gollop, do you formally second the amendment?

Deputy Gollop: Yes, sir.

The Bailiff: Thank you.

2050 Right, I propose that we debate the amendment in isolation and have general debate later. Does
anybody wish to speak?

Deputy Domaille.

Deputy Domaille: Thank you, sir.

2055 When I received this amendment and began thinking about this speech I was minded to refer to
cane toads and unintended consequences! That did not go down very well last time, so I am not
going to do it now... (*Laughter*)

2060 However, on reflection, I thought it better to contact Deputy De Lisle and Deputy Gollop to
explain the consequences of the amendment and suggest they withdraw it. I duly did so and they
made it quite clear they intended to press ahead, as is their right. I rise, therefore, to explain the
consequences of this amendment if it were to be successful, and urge Members to reject.

2065 As I explained to the proposer and seconder, this amendment is fundamentally flawed in terms
of its conception, logic and intent. The concept of the amendment is fundamentally flawed,
because it is the Strategic Land Use Plan – or SLUP – which was approved by this Assembly in
November 2011, which specifically guides the Environment Department in the preparation of a
new Development Plan – *new* Development Plan – or Plans, as referred to in part A, Section 1 of
the... and I will call it SLUP.

2070 The Strategic Land Use Plan sets out a new spatial strategy for Guernsey, arrived at from an
extensive stakeholder and public engagement through the ‘Guernsey Tomorrow’ exercise and
considerable States Member engagement through a series of facilitated workshops. Merely
modifying the current Development Plans, the Rural and Urban Area Plans, retaining their basic
structure and spatial policy approach, cannot achieve the requirements of the States-approved

Strategic Land Use Plan and cannot, therefore, be in line with, as the amendment suggests, the States Strategic Land Use Plan.

2075 Importantly, the Urban Area and Rural Area Plans were both written well before the new Law came into force. One of the benefits of writing the new Plan from scratch is that it can properly take account of not only the new spatial strategy in the Strategic Land Use Plan but also the provisions and mechanisms afforded by the new Law. Two examples to demonstrate the flaws of the amendment are: the Urban Area Plan and Rural Area Plan were based on a rural/urban split
2080 first adopted in 1991 and derived from research conducted in the 1980s – 1980s – well over 20 years ago.

2085 The new spatial strategy for the Island set out in the approved Strategic Land Use Plan some 18 months ago moves *significantly* away from the then outdated approach, allowing now, for example, the principle of development in and around local centres. This factor alone requires an entirely new Development Plan to be prepared to deal with the practical implications of this strategic shift and to create a planning framework which is fit for purpose going forward. Mere modification or amendment of the existing Plans cannot suffice to deliver this new approved spatial strategy in practice.

2090 The current Land Use Plan is also based on a more outcomes-focused approach to land use planning than has been the case in the past. The linking policies in the Plan require a number of corporate objectives to be considered together to achieve the best outcome for meeting corporate aims. The Plan encourages the Environment Department to produce a Development Plan that is more pro-active, responsive and adaptable to achieve this, in contrast to the more regulatory, reactive approach of the existing Development Plans. For example, Part C of the Strategic Land
2095 Use Plan identifies opportunities for alternative funding mechanisms to encourage infrastructure improvements, social housing etc. through using planning covenants. This does not feature *at all* in the current Plans, and it should be further explored as part of the review of the Development Plans. How this is achieved in practice presents challenges, which can only be practically resolved through the preparation and adoption of a new Development Plan. Again, mere tinkering with the
2100 existing Urban Area Plan and Rural Area Plan cannot suffice to deliver the new strategic planning approach set out in the current approved Strategic Land Use Plan.

2105 Sir, the Environment Department has been working with the existing States direction set out in the Strategic Land Use Plan since November 2011. Since then, the Environment Board has agreed the principle of a new Development Plan and has proceeded energetically with a Plan review process on this basis. The Department has engaged with the public and other States Departments and has gathered substantial evidence required to underpin the draft new Plan, which will inform the issues and public options public consultation stage to be held shortly. Not only will the new Development Plan be consistent with the current approved strategic direction of the States, as set
2110 out in the Strategic Land Use Plan, which differs considerably from previous strategic developments, it will also meet the clear public expectation based on the previous States decisions that there will be a new Development Plan in force by 2015, which must, in accordance with statute, remain fit for purpose for the next 10 years. The Development Plan review process, as set out in the legislation, is transparent, with opportunity for public consultation and assessment by an independent inspector, as well as being subject to States debate and approval.

2115 The Environment Department has, in addition, committed to two further rounds of public consultation, one carried out last year and the other to happen in late Spring this year. This will ensure that the public has every opportunity to understand the review process and to engage with it in a meaningful way. The cost of this process is largely being met within existing departmental
2120 resources, as it formed an important part of the planned programme of activities in line with our business plan. Modifying the two existing Development Plans, the Urban and Rural Area Plans, would not create savings, as much of the evidence base for the new Plan has already been obtained. There would be a need for a new and different programme of consultation and engagement and there would be likely to be a need for *two* planning enquiries, rather than just one, given the different aims and content of the two existing Plans. This amendment would, therefore,
2125 actually be likely to result in *additional* costs for the States, not savings, as claimed by the proposer.

2130 In conclusion, I would repeat this amendment is not just misguided but is fundamentally flawed for the reasons I have already given. Most crucially, it would not be in line with the previous States direction, which we have been following since November 2011, and would not result in cost savings for the States. Indeed, were this amendment approved, it would be likely to increase cost considerably, not least because of the abortive work already undertaken and the need to embark on a very different process of consultation and engagement.

I therefore ask Members of the States to vote against this amendment.

Thank you, sir.

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The Bailiff: Any further debate?

Deputy Gollop.

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Deputy Gollop: Yes, it is true, indeed, that Deputy Domaille did approach me and I think Deputy De Lisle, saying that perhaps we could see the error of our ways and talk with him and we were in danger of losing the planning covenants for the housing... Indeed, I think we had the opportunity to meet the Chief Minister, which would have been interesting. Nevertheless, the point is, it is very important, I think, to explore the assumptions behind the amendment and the consequences of rejecting it. For example, Deputy Domaille mentioned that there is a relatively imminent publication of a draft document of a Plan. Well that, of course, begs the question that we are now moving towards *one* Island Plan, rather than separate Urban and Rural Area Plans, and the decisions that were taken last year had within them certain contradictions.

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The 'Guernsey Tomorrow' was a very useful and intriguing exercise but it postulated, in the workshops, at least three different scenarios between staying as we are, moving towards more of a free-for-all libertarian approach and a middle course. And it was not clear, from the outcome of the debate, where the States Members exactly gravitated towards. Possibly between one and two. But the consequence, in policy terms, means that we are moving away from a bifurcated system of an urban area, where there is one set of rules, and a rural area where there is another, to perhaps a tripartite system with a third category of social centres in the rural area that will have greater flexibility of development. Indeed, the last speech implied that the 1980s approach is dated, and that it is time to move on, but, in moving on, you are precisely in danger of the points Deputy De Lisle and various parishioners have raised, of suburbanising or even urbanising the countryside and the more rural parts. That is the concern behind this amendment.

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There are other arguments, too, that need to be brought into play because the modification of the language that is used will have a consequence upon applications, potentially court judgements and the tribunal process. Indeed, one of the arguments of the amendment is the amendment would result in a modification of the existing Urban and Rural Area Plans instead of abandoning them for a new Development Plan, in order to cut down on work and resource needs at a time of austerity, and to provide continuity and transparency in the Development Plan process.

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The point is that, from a professional point of view, working within the existing framework is bound to be easier than, at times, unknowing where we are going to be in 2015 or 2016 or 2017. And a sense that we were modifying, rather than changing, would, I think, be of benefit to the development industry. Indeed, I and Deputy De Lisle have had extensive conversations on the consequences of change. One consequence, for example, would be that if a larger amount of land close to social areas was to have a more flexible approach to development – which, in layman's words, means you are more likely to get a construction on that site – then it would have the unfortunate economic effect of increasing land prices in the rural area because existing users would have to compete with people who were able to obtain from the land a more commercial usage. Indeed, this has been a problem with the 'Freds in the Sheds' to a degree, that the zonings have been inflexible from their point of view, and indeed has undermined, perhaps, tenancy in farming, for example, or the viability of horticulture in certain areas.

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On the other hand, if we are moving towards a more flexible Island-wide plan, with a greater possibility of sympathetic development in the social centres or surrounding arteries or areas, that would devalue the existing premium on land in the urban area which is zoned for development. So not only will that have a negative effect on town and St. Sampson's but will make it less likely that certain high profile commercial developments will occur in a timely fashion, and potentially create urban blight. So much of the thinking behind this amendment is actually to stimulate jobs and economic activity on the eastern seaboard, whilst conserving the countryside and other perhaps more residential parts of the Islands. Indeed, census data – and we are still to see the parochial data the Chief Minister referred to – does suggest that before the Second World War at least two thirds of the population lived in the north of the Island and St Peter Port combined and now we have seen a distinct and irreversible increase in population of the country parishes and that includes the Castel and St Martin's. So we have already seen a significant suburbanisation. One only has to think of the allocation of Deputies: in 1950, St Peter Port had 13 Deputies, same number as today just about, but the Castel had 3 Deputies then and now has 7, so they have expanded, as we have contracted.

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So I think there are many good reasons for supporting this amendment. Not to do so would be

irresponsible because we will be opening the way to an unknown and, potentially, disastrous planning regime.

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The Bailiff: Deputy Gillson.

Deputy Gillson: Sir, I was fortunate that for most of the last term of Government I sat on the Strategic Land Use Group which formulated the Strategic Planning Use Plan.

2200

It is interesting that Deputy Gollop says that we should support the amendment. I think it actually borders on irresponsibility to support it. This is an example, I think, of a poorly placed amendment, in that it will fundamentally change the Land Use Plan that we approved. The Land Use Plan effectively did remove the urban/area split. It was a decision the previous Assembly took. If Deputies Gollop and De Lisle want to change that Plan, they should bring a Requête to change the Plan and we can have a full and informed debate on that, not try to change the Plan almost by a backdoor amendment through changing it here.

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It is a year or so since I read the Strategic Plan. I am not sure what implications this would have, but I am certain that it would fundamentally change it. As I said, I think we should reject it now. If they want us to go back to a Plan with a two urban and rural area split, bring a Requête. Let us do it properly, not on the back of this. This is doing it in totally the wrong way. (**A Deputy:** Hear, hear.)

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The Bailiff: Deputy Luxon.

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Deputy Luxon: Sir, thank you.

As vice-Chairman of SLUP – it is a really great name, isn't it! (*Laughter*) – I do endorse what Deputy Domaille said in his opening speech. Just a couple of points, really: this amendment, it muddies things, it is like buying in dollars and paying in pounds.

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We did agree something in 2011 and what these proposals do within this States Strategic Plan is simply to build on that and, if you look at the explanatory note and, indeed, some of the comments that Deputy De Lisle made, it is actually saying this amendment will stop a waste of resources but, of course, it will just muddy and contradict what was agreed back in 2011.

2225

It actually does not mean that the eastern corridor would not continue to be used for development in an appropriate way, and it absolutely would not necessarily devalue or premium land, either in the urban or rural areas. One thing for sure is, in Guernsey, all development land is in short supply, so the market will deal with that in the normal way and, certainly, in the Committee's work with the Department staff, at no point has there been any indication that the planning officers were going to go gung-ho in terms of granting a new development plan. It will still be caring, recognising Guernsey's particular way of going about these things.

2230

So I would urge Members to just reject the amendment: it will not achieve anything.

Thank you, sir.

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The Bailiff: Anybody else? I see no-one rising.

Chief Minister, do you wish to exercise your right to speak immediately before Deputy De Lisle replies to the debate?

The Chief Minister: Yes, sir, thank you very much.

2240

Really, just to emphasise or to repeat the points made by my colleagues, Deputy Domaille and Deputy Luxon, to remind States' Members that, in 2011, the States approved a Strategic Land Use Plan and that Plan set out a new spatial strategy for the Island that moved away deliberately from the current, or previous, urban/rural approach.

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The Strategic Land Use Plan requires the Environment Department to prepare a Development Plan or Plans that accord with the new spatial strategy. Through adopting that Plan – the States Strategic Land Use Plan – Government has acknowledged that the urban/rural approach to development distribution first adopted by the States in 1991 is no longer appropriate. Therefore, the existing Urban and Rural Area Plans are not able to be amended, as they were prepared in accordance with the strategic policy that has now since been revised. The Urban and Rural Area Plans, therefore, need to be replaced in total with a new Development Plan or Plans in order to accord with current strategic policy and to meet the Island's requirements for development, protection and enhancement for the next 20 years.

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Sir, the suggestion of modifying the two existing Development Plans – that is, the Urban and

2255 Rural Area Plans – will not create savings, as much of the evidence for the new Plan has already
 been obtained. There would, therefore, be a need for a new and different programme of public
 consultation and engagement if we were to revert to divide between Urban and Rural Area Plans,
 and there would be likely to be a need for *two* planning enquiries rather than just one, given the
 different aims and contents of the existing Plans. Therefore, in addition to the point made by
 Deputy Domaille, the amendment is not likely to result in a *savings*, as claimed by the proposer
 2260 and seconder, but could well cause additional costs to the States. In those circumstances, I would
 urge States’ Members to reject the amendment.

The Bailiff: Deputy De Lisle to reply to the debate.

2265 **Deputy De Lisle:** Yes, I thank you, sir.

The amendment is not flawed because it raised concern, regarding regenerating town and The
 Bridge at a time of difficult conditions in both of those areas, as we know, in terms of retail and
 commercial use of properties in town, and the prospects for renewal in The Bridge. I just feel that,
 in moving development away down the hierarchy, if you like, from those centres, we are going to
 be left with a continued issue, in those centres, of troubled investment, and take-up of property.

2270 So moving to increase flexibility is a dangerous precedent, and I think that was the point that
 Deputy Gollop was making. It also contradicts, actually, the direction of planning to date, which
 was to try and provide, for future generations, open countryside in all parishes, and also to sustain
 our central centres of town and The Bridge. But it is also an important point in terms of
 comparative advantage, I think, for Guernsey, within a broader context, because we have got to
 2275 consider the competitive ability of our retail town with respect to other centres offshore, for
 example, St Helier, which has been gaining actually on St Peter Port in terms of the provision, and
 the retail provision, that it provides. So I do not think it was clear, either – that clear – in the
 ‘Guernsey Tomorrow’ discussions and also in the discussions we had politically with respect to
 the three spatial planning options that were provided: Option 1, the development continuing to be
 2280 concentrated primarily in the urban centres with some expansion in the outer areas; and Option 2,
 development focused around a hierarchy of centres. It was split with regard to support of those
 particular options.

I put this amendment to the States for debate... I thought it was important at this time as part of
 the way forward with the planning process because it had not been made clear that we were going
 2285 in the direction that is actually being stated by Deputy Domaille, and everyone will be affected by
 the change brought forward as the plans are to prescribe a way forward for the next 20 years or so.

So it is important that, as we go into public hearings, all fully understand what changes in
 detail are intended to the current situation. Of course, we say that the core objective of the
 Strategic Land Use Plan is to improve the quality of Islanders and to support a successful economy
 2290 while protecting the Island’s environment, unique cultural identity and rich heritage: and one
 could argue that, by moving development down the hierarchy, we are not actually doing what the
 objective of the Strategic Land Use Plan is intending.

Of course, the SLUP influence is far more than just the specific land uses within the
 Development Plans and seeking relaxation of the policies already set. So I think it should be of
 2295 great concern to all that we are moving away from earlier policies, and away from the Urban Plan
 and the Rural Plan, towards a policy which is not looking at protecting the countryside but, in fact,
 encouraging growth through centres within the countryside and that is the countryside of the Vale,
 St. Sampson’s, as well as other parishes and we seem to be going back to the one Plan situation
 that was heavily criticised in the 60s, which we then went to look at the urban and rural planning
 2300 system. In any jurisdiction there is a distinction made between urban and rural planning, and I
 think that is something quite possible, quite important.

So I would like to just ask that people consider those points, in terms of transparency and also
 continuity of development, and support the amendment.

2305 Thank you, sir.

The Bailiff: Thank you.

Members, we come to the vote, then, on the amendment proposed by Deputy De Lisle,
 seconded by Deputy Gollop.

2310 Those in favour; those against.

Most Members voted Contre, with a few voting Pour

The Bailiff: I declare it lost. *(Laughter)*

2315 **Deputy De Lisle:** Recorded vote, please! *(Laughter)*

The Bailiff: The second amendment is proposed by Deputy Gollop, seconded by Deputy Lester Queripel.

2320 Deputy Gollop.

Deputy Gollop: Well, the first vote was not a particularly good omen, but there you go! *(Laughter and interjections)*

This amendment is basically a modification to Proposition 2 and says clearly:

2325 *To insert after 'as set out in the Plan' in Proposition 2*

‘, but subject to the addition of a further point in the table on page 395 as follows:

‘That Guernsey should aim to be in the forefront of support for artistic involvement for residents of all ages, professional, amateur and visitor’.

2330 Basically, this amendment calls for a greater awareness and understanding of the arts, but it goes beyond that, because those points are contained within the States Strategic Plan but only very discretely. If Members turn to page 359, for example, in the Family of Plans picture, you see clearly Fiscal and Economic Policy Plan –

2335 **Deputy Kuttelwascher:** Point of order, sir.

I think Deputy Gollop should lay the amendment. We have not had a seconder yet, have we? He has gone straight into speech...

2340 **The Bailiff:** No, he is laying the amendment.

Deputy Gollop: That is why I am doing – *(Interjection by Deputy Kuttelwascher)*

The Bailiff: Well, it is his speech.

2345 **Deputy Gollop:** The speech is in support of the amendment!

The Bailiff: Deputy Gollop, continue.

2350 **Deputy Gollop:** I think Deputy Kuttelwascher was trying to – what is the word? – boycott me and guillotine me before I have even started, but never mind... *(Laughter)* **(A Member:** Pour.) Yes.

2355 Environmental policy plans, Department, Committee policy plans and so on, but there is no mention there of arts or, indeed, the wider framework of leisure. And that is true on pages 365, 366, 367 and so on. On page 370, under the statement of aims, there are many broad ones: they do not particularly mean much in terms of delivering policy or active interventions, such as:

‘Improve the quality of life of Islanders’ [and]
Good governance [and]
Wise long-term management of Island resources’,

2360

Not anything there you can grab hold of with passion and vision. But at the bottom you have:

‘Improved awareness of the culture and identity of Guernsey.’

2365 Now I say ‘Hear, hear’ to that, but of course, the culture and identity is a very broad understanding. For some people it might mean no Sunday trading, for others Guernsey French, for others no pay parking, for others the right to walk on the beach, maybe by yourself or with a dog or with a horse or whatever. They are all very speculative, not much there about arts and, again, it has become the Cinderella of the subject matter. There is really no reference to arts at all.

2370 I chose arts to flag up because I think it is time we had a broader discussion on the role of arts in Guernsey but I could actually, to be fair, have included sport within that, as well, because we all are very impressed with the achievements of so many Island sportsmen and women and children, too, particularly the Guernsey Football Club, but one could name about a dozen highly talented

individuals.

2375 And one could also mention heritage here as well, because I think heritage has a very close linkage with the arts: I mean ‘arts’ in the broadest sense of the word. And I just choose at random a place that I have never really heard of before called Wirksworth, which is a town in Derbyshire near the Dales, that has, amongst other things, a steam railway and a population of 10,000 people.
 2380 They have an arts festival, Wirksworth Festival, for two and a half weeks every September and, according to the website, there are nearly 10,000 people taking part in 2010, 60% of local residents actively participated in the Festival and, according to this information, around 5% of the town’s population – which varies between 9,000 and 12,000, depending whether you include satellite villages – or 8.8% of its workforce, are employed in the creative industries. The creative industries is a new concept and one in which I believe Mr Tony Gallion, as Chairman of the Arts
 2385 Commission, and speakers at forthcoming Institute of Directors events and other arenas, will be putting forward.

That, actually, if you look at Guernsey, despite our global success in corporate legal services, offshore finance, funds and fiduciaries, and, indeed, when I did – perhaps not terribly successfully – stand-up comedy at the Guernsey International Funds dinner, one of the more serious points that
 2390 was made was that there are 2,500 people employed in the funds sector (*Interjection*) but because the funds, perhaps, dominate our thinking, because they are significant employers one should not forget that there are other employers and self-employed people, as well. Spec Savers is more than just a marketing and merchandising firm. It is a body that has been extremely creative and award winning in its use of advertisements and design. That is just one example.

2395 If one looks across Guernsey as a whole at the number of creative designers, web designers, architects, artists, music teachers, musicians, writers, fine artists, all people broadly involved in the creative industries, it would run, I believe, to several hundred people, maybe several thousand people. I believe it is a growing sector.

We are also aware that so many of our younger people have gone away to take degrees or similar qualifications in the creative arts. I believe it needs more recognition, not just as a *hobby*
 2400 for people or something that builds an interest, but it is about team building, it is about building respect, it is about skill enhancing but, on another level beyond that, it is a revenue-earning activity. It is useful for tourism, useful for our economy.

This amendment is widely framed but it is meant to embrace not just the gifted amateur but the professional creative person, who is actually earning a living, paying tax and delivering for
 2405 Guernsey. It is also meant to *encourage* professionals to visit here and even settle here. Ireland has been extremely successful in attracting creative professionals with their tax offer. The Isle of Man has been moderately successful with an offshore film industry. And there are areas we can explore with, I think, greater dedication, not just from individual Departments but from the Policy Council and the States as a whole, so I would urge the States to support this amendment and the exact policies can be worked through at a later level.

I believe it is a revenue... it is a financially neutral amendment but, nevertheless, has the possibility of, I think, encouraging people in both the public and private and voluntary sectors to
 2415 come together and build a package that will generate more enthusiasm on what has already been a useful last few years. We have seen, just since 2008 – a recessionary period – the success of the Guernsey Photography Festival, the Guernsey Literary Festival, promotion of the Potato Pie book. But that has largely been done by either the Arts Commission or the private sector, without direct Government push. I believe we could achieve even more with Policy Council and States of Deliberation backing on these themes.

2420 **The Bailiff:** Deputy Lester Queripel, do you formally second the amendment?

Deputy Lester Queripel: Yes, sir.

2425 **The Bailiff:** Deputy Ogier, do you have a speech of less than a minute, or shall we..?

Deputy Ogier: Yes, sir.

2430 **The Bailiff:** In that case, lets hear it.

Deputy Ogier: I do like the idea of an artistic centre of excellence, and I am very attracted to this.

I have a few questions, first, along the lines of how much will all this cost Guernsey and how

2435 will that be paid? What will we get back from this financially, socially and culturally and artistically? Will we, perhaps, need to set aside housing, or a quarter in town somewhere – or a fifth? Who will we be in competition with and how will that competition play out? And who is interested in coming here? Is it only a certain Frenchman, perhaps? Or are there others?

2440 I am not against the idea. I actually quite like it but, seriously, there is not one jot of evidence, nor any sign of a business case before we can make this decision. Look at it, yes, perhaps, but that is not what we are being asked to do. We are being asked to sign up, so I cannot unfortunately pass this amendment at this time with the lack of information.

The Bailiff: Thank you.

We will rise now and resume at 2.30 p.m., when I will call Deputy Duquemin.

*The Assembly adjourned at 12.30 p.m.
and resumed its sitting at 2.30 p.m.*

Billet d'État VI

POLICY COUNCIL

States Strategic Plan 2013-17

Debate continued

2445 **The Bailiff:** Members, we resume the debate on the amendment proposed by Deputy Gollop and seconded by Deputy Lester Queripel.

I call, first, Deputy Duquemin.

2450 **Deputy Duquemin:** Thank you, sir.

I would like to start off by saying that I agree with everything that Deputy Gollop said this morning when he was proposing his amendment. Indeed, there were times when I thought that rather than reading the world's smallest autocue on his mobile phone, I thought he was reading my notes! *(Laughter)*

2455 I agree with the substance, the goals, the aspirations and I will repeat the amendment, that 'Guernsey should aim to be in the forefront of support for artistic involvement of residents of all ages, professional, amateur and visitor.' Indeed, as a Culture and Leisure Member and also the Deputy that sits as a commissioner on the Guernsey Arts Commission, of course I would not disagree with any of it.

2460 It was interesting that some of the observations that Deputy Gollop made with reference to the aims of the SSP, namely the obvious ones of the quality of life of Islanders and also the unique cultural identity, they are easy ticks in the box for an artistic involvement and the arts.

2465 But he is right, and I do want to make mention of this, that the arts also do make an incredible impact on the Island's economic future. Indeed, Deputy Gollop did mention the creative industry's group that has been driven by, as I understand it, the same person that gave us the slogan 'Should have gone to Specsavers!' Now if there were any four or five words, whether you count the apostrophe or not, where there are any four or five words that have had an impact on the Island's economic future, those are they. But, and here is the but, I will be voting *against* the amendment.

2470 In a recent debate I remember Deputy Gollop being compromised as disability champion when he voted against something when disability was mentioned. Here as, arguably, the arts champion, I am going to vote against this amendment. Why? Well, I refer Members to page 395 of the Billet which Deputy Gollop and Deputy Lester Queripel, through their amendment, are endeavouring to change. This page is the standout, all important page of the SSP – of the States Strategic Plan – and it is just that, it is a page.

2475 Deputy Gollop alluded to the fact in his speech when he said that he picked on arts but he could have picked on sport and he could have picked on 101 other things, too. If all of the other similarly worthy single-minded requirements were included on page 395, it would not end on page 395, it would not even end on page 405, we would have a Billet that was twice as thick and we

2480 would still be reading the list on page 595. I applaud everything that Deputy Gollop has highlighted this morning and has made us discuss, but what I want from the SSP is a concise summary and it is already included for us on page 395 without amendment.

Sir, I repeat: I support the thrust of the amendment, I support the arts wholeheartedly but I, sadly, see no reason why we should change page 395. Indeed, if we were to do so, we would open up the flood gates to include an awful lot of other worthy causes, too.

2485 Thank you.

The Bailiff: Deputy Laurie Queripel.

Deputy Laurie Queripel: Thank you, sir.

2490 Being someone who has stood up on the stage myself once or twice, sweeping brush in hand, being a lover of art, culture and music, I am tempted to support this amendment and not out of sentiment. Deputy Ogier said this morning that he, too, was tempted to support the amendment but could see no evidence of a business case. I cannot supply a precise business case but I can point towards some examples.

2495 Just across the water from us we have the hugely successful Sark Folk Festival, now internationally acclaimed and where supply of tickets and requests for accommodation is exceeded by demand and it has brought economic benefits to Sark.

2500 I was listening to a programme on Radio 4 recently. You see, I told you I was cultured! *(Laughter)* The subject of the programme was how a previously run-down and neglected area of Berlin had been rejuvenated by the artistic community. Inward investment was being attracted, properties being renovated and wealthy people were now gravitating towards the area, so much so that the artistic community could not afford to live there any more. Still, they had served their purpose. But the point is, these are examples where cultural and artistic activity has provided an economic boost.

2505 But, sir, it is more than just economics. Art, music, theatre etc. can enrich people's lives, can be therapeutic and can have a very positive effect on individuals and communities and that can be very infectious. We have a tremendous art centre here but very little seems to happen there and I think it requires a boost, it requires some momentum. Not necessarily substantial financial investment but proper focus, direction and input. It seems to be just drifting at the moment. Perhaps this amendment would provide the necessary impetus.

2510 The area we are talking about here is a broad church. It not only encompasses art, theatre, music, writing and performance but also design of all types and that can bring a very tangible and beneficial effect. Very tangible and beneficial effects can be derived from efforts and investment in this area and I would encourage that, so I support this amendment.

2515 Thank you.

The Bailiff: Deputy Lester Queripel.

2520 **Deputy Lester Queripel:** Sir, I have been involved in the arts for 45 years, both here and in London, as a musician and a poet. I made a lot of friends from all over the world, I have had a lot of fun and I have obtained a lot of fulfilment. You cannot possibly put a price on the value of the arts because the arts are priceless and I wholeheartedly agree with Deputy Gollop when he says we should be staging regular international events and promoting the arts as a part of tourism. It is a great shame that the organisers of the Guernsey Festival encountered so many problems because, now, they cannot afford to carry on staging the Festival and the Festival itself brought international artistes to the Island, to be enjoyed by Islanders and tourists alike.

2525 Deputy Gollop has a vision for Guernsey to become a centre for the arts and I share that vision. He also has a vision for the States to provide incentives and bursaries to enable local artists and performers to venture onto the international stage. That in itself will be extremely beneficial to Guernsey because, once a fellow Islander makes it onto the international stage, it then follows that the Island of Guernsey is mentioned almost every time that person's name is mentioned. A classic example of that in the sporting world, of course, is Heather Watson.

2530 But there have been several Islanders who have made it onto the international stage over the years as musicians and actors. Tim Brown and his brother Chris were two of those Islanders. Tim, as a musician and a producer, recently worked with Sir Paul McCartney. His brother, Chris, is currently working with another Guernsey man, Justin Chubb, writing another series of 'This is Jinsy'. The first series was broadcast on BBC 3 and Sky Atlantic. Violinist, David le Page, is leader of the Orchestra of the Swan, Stratford-upon-Avon and performs concerts all over the

2540 world. Local artist, Timothy Thompson, is internationally renowned, as is actor, Roy Dotrice. I could carry on with the list, sir, but I will just mention one more name and that is the name of David Robilliard, a dear friend of mine who is sadly no longer with us, but David became a highly regarded artist, poet and actor. He had several exhibitions of his work in London, New York, Holland and Germany where a lot of his paintings have become highly collectable. His poetry books have long since sold out and also become collector's items. Yet David did it all on his own: he received no help or assistance at all from the States of Guernsey. It was only his determination and his incredible talent that got him where he needed to be. And for every person that makes it, there are thousands who do not because they simply do not get the support they desperately need at a crucial time in their career.

2550 There does come a time in the life of every artist, actor, actress, poet and musician or for anyone involved in the arts, when they desperately need some kind of assistance or support to project them onto the international stage. If that support is not forthcoming, then they are lost to the world for ever.

2555 As a facilitator of the Guernsey poetry group, I am in regular contact with many poets here on the Island. I read their poems, I hear them recite their poems and I am not exaggerating when I say that some of the finest poems ever written have been written by poets here in Guernsey. If any Members of the Assembly would like to read some of those poems, I recommend they access the Guernsey Poets Blog Spot, where they will find several hundred poems all written by local poets.

2560 For thirty years my brother, Deputy Laurie Queripel, and I had the pleasure and the privilege of playing with some of the finest musicians the Island has ever produced. We played with Tim Brown, who I mentioned earlier, who has recently worked with Sir Paul McCartney, and we also played with guitarist, Nick Windsor, who went on to play and tour the world with singer, Paul Young, who had number one hits all over the world in the 1980s. And, of course, there is Peter Frampton, a local musician, who was voted the Number One UK Country and Western Guitarist in the 1980s.

2565 Now, once again, I would like to emphasise that neither Peter, Tim, Dave or Nick received any support at all from the States of Guernsey yet it is the Island of Guernsey that receives priceless publicity whenever a fellow Islander makes it in the international arena. I really do think it is time we recognised the fact that we do need to support any Islander who has a future in the arts because the Island will reap the rewards if that person makes it onto the international stage.

2570 In 2009 I wrote a thesis on the arts and I sent that thesis to several people involved in the arts here in Guernsey. All in all, I sent out 78 copies of that thesis and, naturally, I sent a copy to the Culture and Leisure Department which, at that time, comprised of former Deputies Mike Garrett, Gloria Dudley-Owen, current Deputies Gollop and Quin and the Minister was, and still is, Deputy O'Hara. I am glad to say I received a response from Deputy O'Hara, on behalf of the Board, thanking me for sending him the thesis and I would like to share a couple of paragraphs of that thesis with the Assembly, sir.

2580 I began my thesis by saying that, unfortunately, there are people in this world who are of the opinion that money spent on the arts is money wasted. They seem to think that if cuts need to be made in Government spending, then those cuts should be made in Departments that support culture and leisure activities. The following question springs to mind: which is, why take colour and fun away from people just when they need it most? What a grey, dim, dour, lifeless world we would all be living in without the colour and the beauty that the world of the arts brings us.

2585 Then I went on to say that the arts unite and bond us all. The arts build bridges between people and between nations. The arts harbour no racist agenda; they offer us the opportunity to pursue our dreams. They instil confidence and they instil self-worth, two vital elements for a good and healthy life. The arts put smiles on the faces of the people, they promote lifelong friendships and they lift us out of the drudgery of routine to the plain of the higher self.

2590 To conclude my speech in support of Deputy Gollop's amendment, I would urge Culture and Leisure, or Commerce and Employment, or both, to really get behind the filming of the Guernsey Potato Peel Pie because that is exactly the kind of investment Deputy Gollop and I are referring to. The film is going to be one of the films of the decade. It is going to be an international hit and we simply cannot afford to miss such a golden opportunity because I believe tourists will flock here in their thousands to see the Island for themselves, especially from America, where the book has been a number one best-seller for several months.

2595 I will finish my speech, sir, by that the one thing that is sadly missing from the SSSP as far as I can see, is the feel-good factor but if you invest in the arts you automatically attain the feel-good factor and I want to emphasise that money spent on the arts is never money wasted because we all benefit from the result of spending that money. Therefore, I disagree with the view that this

amendment has no business case or business plan because, clearly, it does.

2600 Thank you, sir.

The Bailiff: Deputy Stewart.

2605 **Deputy Stewart:** Mr Bailiff just really to give a little bit of background of where we are with Commerce and Employment and I must say that I agree with Deputy Duquemin, in that I think, under The Statement of Aims on page 395, what Deputy Gollop is proposing is already well covered off, with all people having the opportunities and support, where needed, to reach them to reach their full potential. If we turn to page 403, about halfway down on those bullet points, we can see, clearly,

2610 ‘Promote a thriving, creative and digital sector, showcasing the best of Guernsey old and new.’

2615 I know Deputy Gollop talked about the creative industries. These are wide and, of course, I have spent a large part of my career working within the creative industries, from the music industry to radio and also, at some point, in theatre and film, too. What I would say is that, at Commerce and Employment, we have already engaged with the Minister for Business, who is Michael Fallon. I went and attended some of the fringe meetings when I was in Birmingham for the Conservative Party Conference and we are building links with small communities, creative communities, in the UK and that is part of what we plan to continue at C & E.

2620 I have also had many meetings with Tony Gallienne and the Arts Commission, several already in the past nine months, to look at ways where we might encourage creative industries in Guernsey. Deputy Gollop is actually right. Of course, they are *hugely valuable* industries and they cross over a lot of borders, whether it is in advertising, whether it is in local arts and crafts or whether it is contributing to IT, as well.

2625 When we look at the arts in particular, only last Sunday, when I was in London, I met with the new Chair of the Arts Council for England and was discussing with him how they are approaching funding methodology because, of course, everything is under pressure. But what I would say is that (1) it is very much on Commerce and Employment’s radar and (2), I think that we already have a very lively arts sector which is, in the main, supported by private industry and individuals but there is, indeed, a huge amount of States support for the arts.

2630 So, although I think it is a well-meaning amendment from Deputy Gollop, I think we recognise the value, certainly at Commerce and Employment, and certainly from some of the speeches I have already heard within the States, that there is a huge contribution that the arts make and I do not feel that we really need to have a massive long list of statement of aims. I think it is already covered under 395. It is not an exhaustive list but I think it covers everything off.

2635 I will be voting against the amendment.

The Bailiff: Deputy Storey.

2640 **Deputy Storey:** Thank you, sir.

I have to admit that it is not often that I see an amendment proposed by Deputy Gollop that I end up feeling I can support. But I do honestly believe that this is one that I can support. There are several – as other people have said – there are several points in the requirements subservient to the Statement of Aims in this document, which could be assumed to address the point that Deputy Gollop is trying to address particularly in his amendment.

2645 In particular, there is a new point, which is ‘conditions that encourage enterprise and successful business’. There is another new one, ‘all people having opportunities and support, where needed, to enable them to reach their full potential’. Possibly, we could say it is there, really, we do not need it. But I am not so sure because encouraging artistic involvement is, to a large extent, rather different in several respects and providing the climate which encourages people to actually engage their artistic abilities and to create a business around those abilities, is of benefit to the economy of the Island and, therefore, in particular, I think the encouragement of this area, it would do quite a bit to help the development of artistic endeavour on the Island. Once you have got a nucleus of artistic endeavour in a particular place, it attracts other people of like mind, not necessarily to come here permanently but to come and see what is going on, to learn from what is going on and, in a way, to contribute to the local economy.

2655 We are always being encouraged on this Island to widen the scope of the business that is carried out on this Island. A lot of people keep saying we are too wedded to the finance industry,

2660 we need to broaden things out and I think this is one of the areas where the economy could successfully be broadened out but it is not just *that* business as well, it has a knock on effect both in retail and in hospitality. If we have a thriving artistic community on this Island, then that makes it much easier to organise international events such as festivals or conferences, or what have you. These could easily be organised for the shoulder months and the winter to support our hospitality industry, because our hospitality industry no longer thrives on bucket and spade holidays, it attracts people here because there is something different here.

2665 It may be that they come for the scenery or maybe they come for the food and we need to broaden those aspects of the peculiarities of this Island which attract people to visit us. There are opportunities, we have already got – the seeds are sewn for photography festivals, artistic festivals, literary festivals, music festivals, poetry festivals, they are all here in their embryonic form and support for those would really help our hospitality industry. Festivals such as these and related activities go a long way to supporting local economies elsewhere in the UK.

2670 Now, it has been mentioned that Deputy Gollop’s proposal has not been costed. Well, I looked through this document. I cannot see a lot of costings going on (*Laughter*) in this document, anywhere! (**Several Members:** Hear Hear). So I cannot see that a lack of costing in relation to Deputy Gollop’s proposal is a drawback in any shape or form.

2675 The other thing that has annoyed me a little bit is the majority of people who have said they are not going to support this amendment are saying so because, well, they agree with the *idea*, but it is ‘already covered’ in the proposals that are in the Report. Well, where is the problem? Let us cover it twice... It does not matter! If it is there anyway, let us make *sure* it is there and put it in specifically. If people are concerned that, at the end of the day, there will not be the money to support this sort of activity, well, that will get sorted out in the prioritisation process that we are promised in the next stage. Because we all know very well that we are not going to be able to afford everything on everybody’s wish list and there will have to be a prioritisation process.

2680 So the fact that a particular item or activity is included on this list does not necessarily mean that it is going to get funded. All it means is that it is going to go into the list and it is going to be judged and prioritised against other alternatives. If, at that stage, we consider it to be worthy of support, then we will give it our support. And if, at that stage, we do not consider it to be as worthy of our support as some other activities which are essential to the community, then it will not get our support. I cannot see any problem in *including* Deputy Gollop’s proposal in this list.

2690 So I would hope that you would support this amendment and I hope that Commerce and Employment and Culture and Leisure will support this approach when they come to present their strategic plans for their departmental activities in the future because I think this is an important area. It is an area where we can actually stimulate the economy, not only in relation to the people directly involved in artistic endeavour, but throughout the economy elsewhere.

2695 Thank you.

The Bailiff: Deputy Sherbourne.

Deputy Sherbourne: Thank you, sir. Thank you, colleagues.

2700 I have not actually prepared a speech on this topic today but it is an issue that has been concerning me for some time, certainly since I first read this document. I do thank Deputies Queripel and Gollop for providing the opportunity to raise what I consider to be a major shortcoming in the SSP. I disagree totally with those who suggest that embedded in the requirements is enough focus on something that is extremely important to all of us. I was a proud Member of this Assembly at our last debate when we unanimously supported HSSD’s proposals on mental health and wellbeing and to me, the wellbeing and the welfare of this Island should be central to any long term Strategic Plan.

2705 It might be ‘embedded’, if you look for it, but it is not there shouting at me. It is not saying this Island actually recognises that the activities we do in our leisure time – some people, obviously, have occupations that grow from that – that it is not as important as generating income. I know income is important, it is crucial. Without that, we cannot actually finance all the desirable things that we wish for. But there is not a person in this Island that has not got a hobby, an activity, that they partake in during their leisure time that makes them feel good.

2710 Deputy Queripel talked about the feel-good factor and that is something you cannot really measure. If this vision for the next 25 years cannot actually state that the welfare and wellbeing of our people is a high priority... It has actually stated the ‘quality of life of Islanders’... That is pretty thin for me, I want that built on. If you can have as many statements about generating income, transport policies, energy policies – all very important – but not focus on the one thing

that makes us as an Island work together, which is the arts, sports activities, whatever, then that is a sad reflection on this Assembly.

2720 I admit, sir, that maybe I have gone further than the amendment because I am creeping in to the main debate. I shall avoid speaking in the main debate. I hope I have made my point. I think it is sadly missing from this Statement of Aims.

Thank you.

2725 **The Bailiff:** Deputy Conder.

Deputy Conder: Thank you, sir.

Mr Bailiff, colleagues, I had not expected to support this amendment, but I will.

2730 It has been one of those occasions on which listening to a debate has persuaded me from my initial intentions. I do not wish to repeat everything that Deputy Storey has said: he has pretty well summed it up for me. The whole issue of whether or not it is costed is actually irrelevant at this stage of the Strategic Plan. Nothing else is and it will be in due course. The Statement of Aims on page 395 are aspirational and this amendment is nothing if it is not aspirational, and it does actually tick all the boxes.

2735 We have three major statement of aims.

‘The quality of the life of Islanders’

2740 Well, it ticks that box...

‘The Island’s economic future.’

It certainly ticks that box, and

2745 ‘The Island’s environment, [unique] cultural identity and rich heritage.’

It seems to me it ticks that box, as well!

2750 The one thing that I would add to this is that artistic involvement and professional involvement is not just the sort of arts that I remember. I certainly could not aspire to any of the artistic skilled endeavours that both the Deputy Queripels mentioned, but I do know something about digital design, film design and computer animation. They are arts and, my word, they are economic drivers and do they fit this economy!

2755 So, unlike Deputy Duquemin, I feel comfortable putting this in as an additional bullet point on page 395. I do not think it will create opportunities for another 200 bullet points. This is a unique, specific point which I do not believe is covered. Very loosely, perhaps, under some of the other bullet points but it needs to be specific both for the cultural heritage of this Island and the economic development. So, as I said, sir, listening to some really good speeches, it has actually caused me to change my mind and I will support this amendment.

2760 **The Bailiff:** Deputy Langlois.

2765 **Deputy Langlois:** Thank you, just a brief intervention with two points. We have heard some very spirited and absolute proper praise for the position of the arts in our society. In fact, if I will not stand up in the States and say that, I would be severely told off the next time I met my mother so please be my witness.

2770 I think we are making a very common mistake in here if we are not careful today. It is a common mistake we make in this Chamber, on too many occasions, that there is an implication flowing round in the last half hour that a vote for this amendment is a vote ‘for the arts’ and a vote against this amendment is a vote ‘against the arts’. That is an absolute misleading... and a load of rubbish. Nobody, to my knowledge, is saying that the arts do not play a valuable part in society, that they are not part of us, of the way that we interact and all the rest of it.

2775 What *is* being said, however, is that we need to enlarge the area of activity of government and we need to carry on enlarging it and we need to carry on interfering in things that work perfectly well the way they are. If they were not working now, how could Deputy Lester Queripel stand up and give this long list of successful people from Guernsey, the size of the Eisteddfod that takes place and so on and so forth. We have got an extremely successful arts sector. It runs itself, it is suitably supported from the private sector and, when it is necessary, it is helped and assisted both

by Culture and Leisure and through the good offices of Commerce and Employment.

2780 So, please, let us not make this mistake of taking the moral high ground and saying if you vote against this you are a philistine, I am not suggesting anybody would go that far to use that word in this place. So leave it well alone. It works, let us get on with it and let us vote against the amendment.

The Bailiff: Does anyone else wish to speak?

2785 No? Then, Chief Minister, do you now wish to exercise your right to speak immediately before Deputy Gollop?

The Chief Minister: Yes, thank you, sir.

2790 To follow on from that spirited speech from my colleague, Deputy Langlois, is quite difficult. Also I would hate to be on the wrong side of his mother, so... (*Laughter*) I also am a supporter of the arts but, for the reasons outlined by Deputy Langlois, I would urge States Members to vote against this amendment.

2795 The Statement of Aims in the document on page 395 was previously approved by the States in 2011 and, whilst the introduction to those aims and the section dealing with the... [*Inaudible*] requirements, otherwise those aims have actually remained intact. They were discussed quite extensively at the various workshop meetings that took place with States Members in November and in January. It is important to remember that the definition of an 'aim' for purposes of the States Strategic Plan is a broad statement of purpose; an aim is something to aspire to and is likely to be inspirational, rather than readily achievable.

2800 Support for the arts was not identified as an area of particular concern or priority during those periods of consultation with States Members and although it may seem innocuous and quite seductive to add further aspirations to the list of Government aims, the danger in doing so, for the reasons outlined by Deputy Duquemin, is it will devalue the currency of those aims by adding in topics without any particular rationale for doing so. In this respect, the arts, arguably, have no stronger basis to be cited, particularly in this way, than other valued aspects of Island life such as sporting or other cultural activities.

2805 The Statement of Aims will be one of the expressions of Government policy that will be used in future through the proposed Government Service Plan process to decide where public resources should be focused. If Guernsey aims to be in the forefront of support to enable participators in the arts... as suggested by Deputy Gollop's amendment, this indicates a commitment that funds will be made available for that purpose. Unless the majority of States Members take this view, that aim is redundant and, indeed, would be misleading.

2810 In the circumstances, on behalf of the Policy Council I would urge Members, on this occasion, to vote against the amendment proposed by Deputy Gollop.

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The Bailiff: Deputy Gollop.

Deputy Gollop: Yes, thank you very much.

2820 In many ways it has been quite an interesting debate. I probably could have put some of the arguments I was making better, because only two or three Members, I think, really understood where I was coming from and that was particularly true I think of Deputy Conder, Deputy Storey and, to a degree, Deputy Harwood in this respect because I am aware that, yes, the Chief Minister does support many diverse kinds of art. But, effectively, I went to most of the workshops and the sessions in January that were alluded to and there were arguments about how far you should put economic issues, environmental issues and so on in the Statement of Aims and other parts of this and I felt that the arts were not having a strong enough voice.

2825 And, of course, when I was for four years a Member of the Culture and Leisure Department Board, that enabled me to get stuck in on the ground floor on many of these issues and, indeed, we worked on an extensive cultural strategy as well as day to day arts activities. To my mind, it was idealistic and wordy but did not cut to the quick, which Deputy Langlois and the Chief Minister referred to about allocation of resources and prioritisation and the role arts are, because Deputy Duquemin agreed with everything I said about the strength of the arts take – and I remember his speech very well a few months ago when he praised, quite understandably so, the centre of excellence that we have with the schools music service, for example. That would be one of many bright points, bright stars in the firmament but the point where I was slightly disappointed with Deputy Duquemin and Deputy Ogier and Deputy Langlois response is that the whole point of this is to move arts up the prioritisation ladder a bit because nobody here is suggesting that arts will not

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2840 continue to be supported, although that is an inference one could gain if there is any more squeeze on finances and there is more and more pressures on Health and Education and Home Department and so on.

Effectively, I do not think we are realising, as an Assembly, the wider economic benefits of arts and the changing shape it is making to our potential as a society. I very much thank Deputy Lester Queripel for his support. I thought he was an obvious choice for a running mate on this amendment because of the commitment he made to arts when he stood to be disabled people's champion, of the work he has done as an arts commissioner and performer and fellow eisteddfod veteran and, indeed, his vision for the arts, including the cinema industries. His brother, Deputy Laurie Queripel, is also renowned as a musician in many respects.

2850 I think that where we do need more certainty on our direction of travel is... For example, Deputy Stewart, as the Commerce and Employment Minister, quite rightly pointed out his Board, in a variety of ways, does support the arts but I would say in some respects they are probably not as generous as they could afford to be several years ago, when there was a bigger budget for tourism and other related activities. They were even... At that time, the Department were funding musical rock 'n roll gigs on the Crown Pier: I do not think we will see those back for a while! It is that kind of decision that is behind the policy framework here and how we could better mix together what Education are doing for the arts, what Culture and Leisure are doing and what Commerce and Employment – maybe we do have one Department too many looking after the arts but that is something for the future – and how far we can put Tourism...

2860 But I think another part of the jigsaw is the role of arts funding here. At the moment the States, through Treasury and Resources, fund St James' fabric and there is also a guaranteed grant to help them with their administration for the many good works in the community they do. They also part fund the Arts Commission. But we have not really had a root-and-branch review of the Arts Commission and what it sets out to achieve and I think we do need a broader debate on the subject and, indeed, that is lacking, too.

2865 If we go back to the Statement of Aims, Deputy Duquemin and others referred to – you cannot have every single point there, it would extend the list too much and we therefore could, and should, be content with improved awareness of the culture and identity of Guernsey, both internally and externally. But that misses the point because it suggests we do not have a vision of becoming *the* art centre for a small community because, if we did, it would be there. Therefore, we are discounting the possibility of emulating Buxton who, in 1979, had its first proper festival and now has a world-renowned place for opera and literature. We are discounting the success of little Hay-on-Wye, which is a town on the Welsh/Herefordshire borders which has become world famous as a mecca for writers. We are discounting the success of St. Ives, which has had a lot of money spent on it recently and is a renowned centre for artists. We have decided not really to be part of that elite club and that surprises me because, when one looks at what is actually going on, in a way Deputy Langlois is right. The arts community is getting on by itself without the need for much States support – so I am arguing against myself here (*Laughter*) – because, in the lunch hour, I found a book 'Made in Guernsey', a super glossy book by a company that runs Young Entrepreneur of the Year at the Commerce and Employment Awards. Although it is partly a glossy brochure, it contains coffee table-style articles for, I suspect, a fairly elitist audience of leading jewellers like Catherine Best, leading artists on the Island, writers like Mrs Yvonne Ozanne, Specsavers, The Channel Island Occupation Society and, in a way, the artefacts they have there. Other features are on all kinds of arts and crafts and literary endeavours going on in the Island.

2880 This is big business. The creative industries, I would guarantee, employ more than farming, horticulture and other traditional sectors put together and the States is not recognising this. We are not embedding this as part of our vision. When you use a phrase, or the States is using a phrase, like 'improved awareness', that is marketing speak, in a way. An opinion survey was done by Island FM a few years ago as to who the best known people in Guernsey were and The Bailiff was top – the then Bailiff – the Governor and the then Chief Minister Deputy Trott and I think I was fourth... (*Laughter*) I had 98% recognition in the street, but I only got 58% in the election! (*Laughter*) The support... the point I am making is awareness is not the same thing as support and just raising awareness is not enough.

2895 We are behind the times and I predict that, within the next two years, the creative industries will come together with more of the evidence that Deputy Ogier referred to, although I could give a long list of all the excellent artists, the performers here, as evidence, and then it will become part of our next stage of Commerce and Employment and Policy Council thinking. The problem is we will probably have to go through several workshops, and another consultant's report, before we really take the message on board.

2900 **The Bailiff:** We come to the vote, then, Members, on the amendment proposed by Deputy Gollop, seconded by Deputy Lester Queripel.
Deputy Queripel?

Deputy Lester Queripel: Sir, could I have a recorded vote, please?

2905 **The Bailiff:** We will have a recorded vote.

Amendment:

To insert after 'as set out in the Plan' in Proposition 2

2910 ', but subject to the addition of a further point in the table on page 395 as follows:

'That Guernsey should aim to be in the forefront of support for artistic involvement for residents of all ages, professional, amateur and visitor'.

There was a recorded vote.

Lost – Pour 16, Contre 29, Abstained 0, Not Present 2

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POUR

Deputy Trott
Deputy Fallaize
Deputy Laurie Queripel
Deputy Lowe
Deputy Le Lièvre
Deputy Adam
Deputy Wilkie
Deputy De Lisle
Deputy Burford
Deputy Brehaut
Deputy Gollop
Deputy Sherbourne
Deputy Conder
Deputy Storey
Deputy Bebb
Deputy Lester Queripel

CONTRE

Deputy St Pier
Deputy Stewart
Deputy Gillson
Deputy Le Pelley
Deputy Ogier
Deputy David Jones
Deputy Spruce
Deputy Collins
Deputy Duquemin
Deputy Green
Deputy Dorey
Deputy Paint
Deputy James
Deputy Perrot
Deputy Brouard
Deputy Inglis
Deputy Soulsby
Deputy Sillars
Deputy Luxon
Deputy Quin
Deputy Hadley
Alderney Representative Jean
Alderney Representative Arditti
Deputy Harwood
Deputy Kuttelswascher
Deputy Domaille
Deputy Langlois
Deputy Robert Jones
Deputy Le Clerc

ABSTAINED

NOT PRESENT

Deputy Le Tocq
Deputy O'Hara

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The Bailiff: Whilst the votes are counted I suggest we move on with general debate.
Does anyone wish to speak? Deputy Bebb.

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Deputy Bebb: I would like to start by asking the very simple question of what is a States Strategic Plan and what is its purpose? In 2012 there was a publication entitled 'A Guide to the States Strategic Plan' and it identified the Plan as Guernsey Government's most important policy-making tool. It goes on to state that:

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'the SSP is a tool to enable the States to decide what they want to achieve over the medium to long term.'

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Personally, I would define all of this as a manifesto of this Government. It is a means of distilling the prevailing view into a policy document that states what *we* intend to achieve over the lifetime of this Parliament and what we intend to do to address the medium to long term issues of import. Given that the manifesto is a more frequently used term, I proceeded to look at the English Oxford Dictionary's definition of manifesto and read that it was a public declaration of policy and aims. The origin being mid-seventeenth century from the Italian *manifestari* – making public – and from the Latin, *manifestus* – obvious. Therefore, today we make it obvious to the public what we intend to do. Well, that would be good, would it not, but I doubt that any person reading this

2965 document would state that we are making anything obvious. The whole document seems to be an exercise in obfuscation and evasion. Heaven forbid that we might take an actual direction of travel that is not circular!

Deputy Fallaize recently had cause to send me a copy of the Conservative Party Manifesto for both 1959 and 1964. I can only assume that Deputy Fallaize has been doing some research into good governance approaches to policy... *(Laughter)*

2970 But, that aside, I noted that they both stated, in fairly unambiguous terms, the intention of the party, were they to be elected as the government of the day. For illustrative purposes, I would like to quote the following from the 1959 Manifesto on Education –

2975 ‘We shall defend the grammar schools against doctrinaire socialist attack –’

Members: Hear, hear! *(Laughter)*

2980 **Deputy Bebb:**

‘– and see that they are further developed. We shall bring the modern schools up to the same high standard and then the choice of schooling for children can be more flexible and less worrying for parents. This is the right way to deal with the problem of the 11-plus. Already up and down the country hundreds of new modern schools are showing the shape of things to come. Our programme will open up the opportunities that they provide for further education and better careers to every boy and girl and by 1965 we expect that at least 40% will be staying on after 15.’

Fairly unambiguous, whether you agree with it or not. Compare this with the States Strategic Plan that is seemingly silent on education and dare not mention anything as controversial as the 11-plus.

2990 On the nationalised industries, the 1959 Manifesto stated:

‘We are utterly opposed to any extension of nationalism by whatever means. We shall do everything possible to ensure improved commercial standards of operation and less centralisation in those industries already nationalised. In addition, we shall review the situation in Civil Aviation and set up a new Licensing Authority to bring a greater measure of freedom to nationally and privately owned airlines’.

No doubt there, then and, when combined with the following statement on modern roads –

3000 ‘Our first priority in England and Wales will be to complete the five major schemes and motorways which, with their urban links and through routes, will provide the framework of a new road system. In Scotland, we mean to complete the Forth Road Bridge, the two Clyde tunnels and the reconstruction of the Carlisle/Glasgow/Stirling trunk road and to speed up the programme of Highland road development’

3005 – we can make the due comparison with Section 10.5.19 of the States Strategic Plan – please don’t bother looking. I am going to read it out! *(Laughter)* I enjoy doing so – clearly defining our manifesto pledge in the following words:

3010 ‘while the infrastructure plan is being developed and is in the consultation phase, it forms an important part of the SSP process.’

Yes, convincing! *(Laughter)*

3015 I am not asking Members to agree with the 1959 Conservative Party Manifesto but at least you know where you stand. There is certainty and definition in the statements. It is difficult to make a stance either for or against a Plan that seems to be built on sand rather than the sure foundation of granite that is the bedrock of this Island.

John Hanley famously wrote of Margaret Thatcher’s remark at a Conservative Party policy meeting in the late 1970s:

3020 ‘Another colleague had also prepared a paper, arguing that the middle way was the pragmatic path for the Conservative Party to take. Before he had finished speaking to his paper, the new party leader reached into her briefcase and took out a book. It was Friedrich von Hayek’s *The Constitution of Liberty*. Interrupting, she held the book up for all to see. ‘This’, she said sternly, ‘is what we believe,’ and banged Hayek down on the table.’

3025 Sure conviction and steadfast belief in a philosophy that then formed the mainstay of Conservative Manifestos for decades to come. I doubt that we could expect Deputy Harwood to step into the Policy Council and speak with such conviction on this Plan. There would be no bang on the table, merely the expectant flop of vapid platitudes! *(Interjections)*

I believe our manifesto should be the clear statement of how we bring into effect a philosophy

3030 that we can subscribe to. I welcome controversy in the text, as we surely cannot expect a common
 direction of travel in an Assembly of 47 individuals, unless we count ‘circular’! Let us have the
 difficult statements and those of the majority will prevail. If the intention is to strip the SSP from
 all *meaningful* commitments and have them transferred to the Government Service Plan, let us do
 away with the SSP and reduce the bureaucracy but I cannot subscribe to a manifesto that seems to
 3035 be written by Sir Humphrey, having chaired a special committee of civil servants. Adding an
 additional layer of bureaucracy is, as Mitt Romney famously stated in the US Presidential Debate,
 ‘trickle down government’.

I would ask that the SSP be rejected, thrown out and confined to history but, of course, that is
 not what would happen. If we vote against the SSP, all that would happen is that we stay with the
 3040 current SSP and nothing will change. In equal measure, if we vote *for* the SSP, nothing will
 change. Such a document that makes no difference, if it is adopted or rejected, is testament to its
 inconsequence and such documents do nothing but bring us into disrepute as a talking shop that
 does little to change the lives of the people of Guernsey.

Nearly a year into this Government’s life, the SSP does little more than confirm that we are
 committed to protect and improve the quality of life of Islanders. If nothing else, the document can
 3045 be commended as one that could be supported by *all* political persuasions. We may even be able to
 export it to the EU as a measure of something that Germany and Cyprus could agree on!
(Interjections)

Congratulations on the first Manifesto that could be supported by the Conservatives, the
 Liberals, the Labour Party, Communists and probably Fascists *(Laughter)*. It is time to bring these
 3050 vagaries to an end. Let us reject this document and implore the Policy Council to present a worthy
 Government Service Plan with concrete proposals and sure foundations.

And there is where my speech ended, until this morning, when I wonderfully read on Twitter
 that one person had commented:

3055 ‘Dear States of Guernsey’

– and I agree with this statement –

3060 ‘Please would you remove all statements from the SSP that have been stolen from the Miss World Competition.’

That is the measure of how people view this document and therefore, please, Members, I ask
 and implore you to reject this document roundly.

Thank you. *(Applause)*

3065 **The Bailiff:** Members of the States, the result of the vote on the amendment proposed by
 Deputy Gollop, seconded by Deputy Lester Queripel: there were 16 votes in favour and 29 against.
 I declare it lost.

Deputy Fallaize.

3070 **Deputy Fallaize:** Thank you, sir.

Well, first of all, I must apologise for circulating that Conservative Party Manifesto *(Laughter)*
 to Deputy Bebb! Members can rest assured I will not read out the Labour one for the
 corresponding election! However, I am going to speak in similar, or perhaps even *more*,
 3075 pessimistic terms than Deputy Bebb did.

The first time I read this Report I was so frustrated and dismayed by it that I resolved, there
 and then, that I would play no part in this debate. By the time I get to the end of my speech, most
 Members will probably regret that I changed my mind, *(Laughter)* but I wanted to explain to the
 States why I perhaps – in a very small minority, we will see – will vote against all of the
 3080 propositions set out by the Policy Council at pages 440 and 441.

The Policy Letter carries the name, and wears the look, of an impressive document but in truth,
 as Deputy Bebb has just alluded to, it is a rather shabby affair. Proposition 1 recommends a six
 part statement of values but all six of them were approved, anyway, in a States Resolution of
 March 2011, and are therefore binding on the States, irrespective of whether this Proposition is
 3085 carried.

Propositions 2 and 3 recommend what are called ‘a statement of aims, themes and objectives’
 but which, in truth, are merely restatements of more or less the same words approved in the last
 States Strategic Plan of October 2011 and which also remain binding on the States, irrespective of
 Propositions 2 and 3 today.

3090 Proposition 4 invites affirmation of a series of bullet points, such as ‘respect for fairness and equity’, recognition that ‘spending on public services has to be prioritised’, and ‘high standards of education and skills’, as if there were any remotely sensible alternatives. In a moment of hopeless optimism, the Policy Council has the cheek to refer to these as ‘a political direction of travel’ but they are no more than a series of meaningless platitudes. As Deputy Bebb has said, politicians of almost any political persuasion could willingly agree to them. Indeed, perhaps they have been written to engineer precisely that outcome at the end of this debate.

3095 Propositions 6 – 12 have the prefix ‘to note’, and as the Rules of Procedure remind us the proposition, the effect of which is to note, shall be construed as a neutral motion, neither implying assent for, nor disapproval of.

3100 Sir, if any group of Members from down in this section of the House had produced this Report I feel certain we would have been dismissed and accused of wasting the States time. Does the Policy Council simply, on account of it being the Policy Council, expect the House to be compliant and Members to become willing accomplices even to scarcely intelligible Reports such as that which is before us today?

3105 This Policy Letter seeks to paint a picture of the present and the future. But since it is said that those who do not pay attention to the past are condemned to repeat its mistakes, it might be considered unfortunate that the Policy Council has omitted to explain how this point was reached. It is a bit like being asked to assess a dying patient – and I apologise for the gruesomeness of the metaphor but, in this case, I thought it was apt – without knowing anything of his medical history.

3110 From the late 1980s the forum of the Policy Council was in the habit of presenting annually what they called policy and resource planning reports. I have most of them here. They struggled, by their own admission, to assume any meaningful relevance. In 1998 a new model was introduced, which it was claimed would rectify earlier weaknesses and provide for the development of a coherent programme for Government. That attempt did not work. I will let one of the Reports take up the story:

3115 ‘The form in which the 2001 Report is presented has been substantially revised, The new format is intended to emphasise the linkages between policies and the resources available to carry them out. By organising it in this way Advisory and Finance aims to present States Members and the public with a better integrated picture of the way that Government is working to achieve strategic objectives.’

3120 By 2003 they had discovered the now all too familiar tactic of changing the title but nothing else. It became the Policy & Resource Plan but it remained substantially deficient.

In 2006-07 the title was changed again:

3125 ‘This year the previous plan has been superseded by the new Action Oriented Government Business Plan. For the first time the States are now committing themselves to a corporate direction for Government that expresses overall political priorities as well as responding to individual departmental initiatives.

3130 The Government Business Plan was duly debated over several days in the summer of 2007 but, despite its celebrated arrival on the scene, was never seen of again thereafter.

By 2008 its structure apparently needed to be redesigned completely because:

3135 ‘...without the integration of financial planning, the Government Business Plan was seen as merely aspirational but, in its new form, the Government Business Plan framework becomes a comprehensive structure through which every States priority can be taken forward. It will be able to respond because a route is now being provided to enable changes to be made in every aspect of Government activity’.

3140 Alas, this second version of the Government Business Plan was so good that it was withdrawn by the Policy Council before it could even be debated once. It was promptly abandoned in favour of a States Strategic Plan, Version 1, which in 2009 stated that it was:

‘...the successor to the GBP but, unlike the previous plan, it will interlink strategic policy objectives with financial planning processes and the prioritised allocation of resources to meet States aims.’

3145 It said that it represented ‘a real breakthrough in the integration of policy and financial planning’.

By 2011, the SSP claims that it had created ‘a golden thread from the definition of the corporate objectives of the States through long term policy and resource planning to a costed and prioritised work programme to ensure the States is achieving its goals’.

3150 Now, less than 18 months later, the Policy Council tells us that the States Strategic Plan is

‘of little practical value’

It says:

3155 ‘There is currently an acknowledged disconnection between States strategy and short-term decision making. There is no agreed political agenda setting the direction of travel and there is no corporate mechanism to implement such an agenda, even if it existed’.

3160 Inevitably, though, this Report seeks to maintain the seemingly perpetual cycle of designing and redesigning plans which it is claimed will correct failings of earlier plans which when *they* were designed were themselves heralded as the solution to failings of still earlier plans.

Fully in line with the demise of every previous attempt, there is now on the horizon a new a new panacea, this time in the form of something called the GSP: not the initials of the Treasury Minister (*Laughter*) but the Government Service Plan.

3165 The Policy Council appears content to make sweeping claims about what will be achieved by the Government Service Plan. But, paradoxically, at paragraph 7.9, the Council admits that it still

‘does not have a blueprint for achieving the Government Service Plan.’

3170 It seems to me like a vague promise that there will be something better tomorrow, in an attempt to keep the natives quiet, to quell disquiet about the lack of any substantial progress thus far. Rather like trying to suppress the embarrassing wing of your parliamentary party by promising an EU referendum in six or seven years’ time, despite having absolutely no idea what question you might ask or what your objective is! (*Laughter*)

3175 If one thinks about it logically, there can be only two reasons for the repeated design, redesign and then rapid demise of the many attempts to formulate a coherent policy planning process. Either the people responsible have been inadequate or there is something fundamentally deficient about the system of government (**Several Deputies:** Hear, hear.) which puts, arguably, insurmountable obstacles in the way of producing the proper policy programme for each States term.

3180 I must admit that, against all my instincts, I am beginning to suspect that if we could form a Policy Council containing Ministers with the resilience of Gladstone, the cunning of Lloyd George and the moral fortitude of Mahatma Gandhi, still no amount of endeavour would produce a proper policy programme while the States maintains a system of ten Departments and a Policy Council sitting rather awkwardly above them – all 11 ultimately autonomous of each other and responsible only to an Assembly of 47 independent Members, trying to act partly as a sort of super executive and partly as a Parliament, with no distinction whatever between the different functions of making and scrutinising policy. (**A Deputy:** Hear, hear.)

3185 Anyhow, the two competing schools of thought, the need for a radical rethink of the policy planning process within the present system of government, or a fundamental change to the system of government, are being tested by the States Review Committee, which the States established last year to examine the strengths and weaknesses of our structure of government,

3190 ‘with reference in particular to the processes of developing, determining, coordinating, effecting and monitoring States policies and to report to the States in 2013 with options for improvement and, in 2014, with firm proposals.’

3195 Sir, I am asking Members today to consider the great abundance of attempts at a policy planning process and, in each case, their swift rise and fall, always with the same failures, and to consider whether there is sufficient evidence in this Report to be convinced that the Government Service Plan will have any chance of succeeding where its predecessors have failed; and to consider that, in many respects, Guernsey is a comparatively successful democracy with an economy much stronger than most, and that it has been that way since long before the felling of probably several acres of rainforest to produce an endless succession of vacuous and unintelligible Policy and Resource Plans and Business Plans and Strategic Plans and Government Service Plans; and to consider that there is already binding on the States, in States Resolutions, statements of aims and objectives very similar and, in many cases identical, to those which are presented in this Report; and to consider that, without embarking on another redesign in the form of a Government Service Plan, we all know full well what the major challenges are in this term: reducing or eliminating the structural deficit, reviewing population policy, reviewing taxes and benefits, a new Road Transport Strategy, Education and HSSD’s visions – and work in those areas is already well under way without a Government Service Plan; and to consider that not a single course of action that the Policy Council or a States Department is taking, or intends to take, not a single

Government policy of any significance will change as a result of these 12 meaningless Propositions.

3215 Then, having considered all of that, I am asking Members, please, to contemplate just for a moment whether the States is best to commit for the next several years yet more precious time and not inconsequential further sums of money, certainly in staff time at least, embarking for the umpteenth time on yet another redesign of the policy planning process in the form of a GSP, or
3220 whether it is just conceivable that the States is better advised to pause and give itself time to reflect rationally on why, for more than two decades, otherwise able Members of the States and members of staff have seen their attempts at designing a coherent policy planning process repeatedly flounder and then collapse and then, rapidly – and plainly before the reasons for the previous failure have been considered properly – replaced with something which proves equally short lived and unsuccessful.

3225 Obviously, I would prefer that we do pause and allow the States Review Committee to report to the States and, in the meantime, allow the Policy Council and States Departments to get on with the job of governing the Island and not burden them with yet another time-consuming redesign of the policy planning process when, on the basis of the evidence in front of us, we cannot possibly have even the slightest morsel of confidence that it is going to put right the deficiencies which
3230 have brought about the swift demise of every single previous attempt.

Sir, my patience with this cycle of designs and redesigns of policy planning documents has now been tested to destruction. I will be interested to listen to the rest of the debate to see whether many colleagues feel similarly, but I would urge those colleagues who do feel similarly on this occasion even though, in the past, they may have put their concerns to one side and voted for these
3235 sorts of documents, not to allow this charade to continue any longer and to vote against all 12 Propositions.

Thank you, sir. (*Applause*)

3240 **The Bailiff:** Does anyone else wish to speak in debate?
Deputy Storey.

Deputy Storey: Thank you, sir.

I must say that I thought there would be a lot more speeches on this subject.

3245 I have a problem with this document and I have a problem largely... well, to start with, on the timing. We were elected almost a year ago and we are just getting a document to debate today, which is just full of aspirations and nothing more. There is nothing concrete in this at all, apart from the promise, perhaps, that we are going to have a Government Service Plan, which will guide us to produce a Plan which we can all work by.

3250 But the problem is we are not going to get that until *two* years after the election. And this is supposed to be the Plan which is going to provide the basis for the action. Well, to be quite honest, that is not good enough. We have been here nearly 12 months. We will have been here two years before we debate a Plan, which is what we are going to do. My understanding of a strategic plan is that a strategic plan sets out the strategic objectives that we wish to achieve, because a strategic objective is something concrete that we want to actually achieve and get to in the medium term.
3255 Yet we are told in this document that our actual strategic objectives are going to be set out in the Government Service Plan – and the Government Service Plan is a Plan for four years. Well, four years is not sufficient time to set out how you are going to reach a strategic objective. It might be how you might tactically arrive at a certain point along the road towards your strategic objective, but it does not give sufficient time. The timeframe is just inadequate to set out strategic objectives.

3260 It seems to me that the Government Service Plan does have some benefits because it is going to include within it a process for prioritisation of capital expenditure and revenue expenditure and, at the end of the day, I think we all appreciate that we are going to need a process to enable us to do that. But whether that sort of prioritisation process is something that can be achieved within a four-year time horizon is another matter, when we are actually talking about strategic objectives
3265 which may take longer than that to achieve. What I think we really need and which is not mentioned in here – although, maybe, I have missed it – is that we need a zero-based budgeting process which takes into account the prioritisations which we have agreed to as part of the business plan, or the service plan. I do not see anywhere in this document where that is addressed. Now, maybe it will be addressed when we are invited to debate the Government Service Plan but,
3270 as I have already said, that is 12 months down the road. Half way through the term of this Government before we are actually at the point where we are going to debate the action that we are going to get stuck into during this term of Government!

3275 Just like other speakers, I lose patience with, and I am not proud to be part of, *this* Assembly, debating *this* document at this time. If we had had it a couple of months into this term, with a promise of the Government Service Plan last autumn or early this year, then I might have felt that we were actually tackling a problem and getting somewhere. But the point is that this Government's term will be almost over before we actually get round to seeing anything from the action that we are supposed to be going to be directed to achieve through this Government Service Plan. So I am concerned and a bit depressed at having to debate this Report at the moment.

3280 At the moment I think I am inclined to support the call to reject this document, because I do not think it actually achieves anything. I will be interested to hear what else is said during the debate that might help me to see this Report in a better light but, at the moment, sir, I am unconvinced and perhaps the Ministers would like to address those points when they reply to the debate.

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The Bailiff: Next, Deputy Perrot, to be followed by Deputy Green.

3290 **Deputy Perrot:** I rise with some anxiety. It is as if I am sailing at night in that area to the south east of Jersey – complex area, lots of rocks – and I do not have a chart, and I am really scared. Why do I say that? Well, I am in agreement, really, with Deputy Bebb and Deputy Fallaize, and I do not think I have been in that sort of position before! (*Laughter*) These are hostile seas. (*Laughter*) I suspect no good will come of it. (*Laughter*)

3295 A battle plan – that is what they say in the army, anyway – a battle plan never survives its first exposure to the enemy. This Strategic Plan will because it is written in such a vague and woolly way that you can interpret it in any way, so that any proposal in the future can be traced back, if you want to do it, to this Strategic Plan and you can find some words – there they are, that is the reason why we are doing that! Or there we are, that is the reason why we must not do that...

3300 This Plan was not written by a politician. It is full of management speak. (**A Deputy:** Hear, hear) It is a Plan which refers to lots of other 'spiffing plans', but it is just talk about plans. There is nothing concrete in this.

3305 Actually, I confess and I know that I am a management Luddite about this, but I think that all strategic plans are pretty well useless (**Several Members:** Hear, hear.) (*Laughter*) I mean, the most useless word in the dictionary is 'strategic', actually, apart from 'holistic' which we learned last year, and the new phrase, 'direction of travel'. These strategic plans are full of bromides, they are faddish they are flaccid. (*Laughter*) Having said that, it does not actually do any harm. Perhaps that is the best thing that can be said about it!

3310 But we do have to have a framework within which to work. There is no other framework on the horizon at the moment and I do not think that we should kick this out with the bathwater. I think we have got to accept it, but I think we have got to accept it in the context that it is written in terribly vague generalities.

3315 Could I confess now that I have got this terribly important position on the Treasury Board (*Laughter*) – and I would not want the Minister to think that I am not on side, you understand. (*Laughter*) I do not want to discover that I have been given a detention when I get home – I support the idea. I think that – let's do away with the word 'strategic' – plans have to be far more forceful. I mean, what do we have to do for this Island, as a Government: well, the thing is we have to make sure that we get rid of the deficit; we have got to put ourselves into the black; we have got to provide a proper welfare system, for those who deserve it – not for those who do not deserve it – but those who deserve it; we have got to provide a proper education system; we have got to provide a proper health system; we have to keep the roads going. We have really *basic* things to do and I think that we ought to focus on that.

3320 Whilst I have sympathy, I have to say, with what Deputy Gollop was saying, I do not think that what he was talking about is – let's get rid of the word 'strategic' – a plan. This is all about a plan for those fundamental things which we provide for our residents in the Island, to keep them safe and to protect them. That is what I see the Government is about.

3325 So I will vote for this because I think – there are faces being made at me – this is the only Plan in existence at the moment and I think it has – do not point at that – this is the Plan which has to be supported. But when we come back with other things before the States, let us please be perhaps a bit more concrete in *daring* to put things forward.

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The Bailiff: Next, Deputy Green, to be followed by Deputy Lester Queripel, Deputy Soulsby...

Sorry, Deputy Lowe, you wish –?

3335 **Deputy Lowe:** It was just a correction there from Deputy Perrot, saying we needed a plan. Actually, we have got a plan and most of it has been repeated in this one before us, as Deputy Fallaize said. There is a States Strategic Plan approved by the States.

The Bailiff: Deputy Green.

3340 **Deputy Green:** Sir, Mr Bailiff, Members, I rise to express some real concern about this States Strategic Plan, as well, and from the speeches we have heard this afternoon I certainly put myself in the same category as Deputy Fallaize and Deputy Bebb.

3345 It is rather difficult to get excited about this SSP, to say the least. It is not an inspiring document. It does not quicken the pulse and it does not really have any beef to it. I can see the logic in having a high level strategic document, which is then followed up by the Government Service Plan, which will attempt to translate the high level strategy into a specific programme of action. I can see that and I do hope this approach will work. It may not do.

3350 If this SSP is voted through today, we will have to try to make the best possible fist of it but, to my mind, this States Strategic Plan really seems like nothing more than a metaphorical sticking plaster, trying to cover over the inherent weaknesses of our system of government that Deputy Fallaize talked about a moment ago. It basically seeks to please all Members of this Assembly but it can only do that by being largely devoid of any real political meaning or passion. And, on top of that, as Deputy Storey articulated, we are going to have wait further time before we even see the Government Service Plan to put the meat on the bones – some two years into this Government. So I am not sure what this SSP will really achieve.

3355 To my mind, what this Island is crying out for is a totally compelling political vision, that will enthuse our people. Something that will then be followed up by a clear policy programme set on the back of a real political agenda, not some artifice, together with a *real* mechanism for achieving such an agenda. We are a long way from that right now.

3360 Members will be aware that we live in very challenging times. The scale of the economic challenge faced by this Island and by Europe is a massive challenge. Alongside the economic challenge, we also really need to get cracking with our social policy in this Island. We need to drag some aspects of our social policies into the 21st century, to ensure that there are real opportunities for everybody, that there is social mobility. But where is the emphasis in this document on aspiration? Where is the real emphasis on raising people out of poverty?

3365 You will struggle to find any real substance on those important questions. So I am concerned that the SSP and the GSP, as the instruments of consensus government, are just not really fit to deliver the kind of political leadership on policy that we will need to navigate the choppy seas that are around us, if I can echo what Deputy Perrot was saying just a moment ago. We need a real political agenda that is much more distinctive than what is on offer with this SSP, one that is based on our real values. If that is not possible amongst us, then let us say so, rather than pretending that we all agree with something when we very clearly do not.

3375 Now, I do not actually want to be totally negative about this. There are some... *(Laughter)* there are some strong components to this SSP and I think that should be recognised. The emphasis on preventative spending in the Social Policy Plan is commendable, the emphasis on the need for a more proactive approach to economic development – as Deputy Stewart is leading on in the Fiscal and Economic Plan – is entirely sensible. The Environmental Policy Plan has many strengths to it, too. But, all in all, the gems in this document are rather too few and far between. There is lots of evidence of entirely laudable long-term political aims in this States Strategic Plan but, in tough times, my point is we need to do much much better than this.

3380 This SSP is never going to be a real substitute for a true Government programme that sets out with clarity and precision the political values and the policy priorities of this Government. Now, ideally, that should have happened and that should happen in good time after the general election, not at the rather leisurely pace that this SSP and the GSP are providing for. So, ultimately, this document seeks to please everybody in this Assembly of 47 Members, but I believe it will probably end up pleasing largely nobody. Perhaps more important than that, it will not persuade our people and our businesses that we are providing the leadership on policy that they so urgently want to see.

3390 So I am going to listen to the rest of the debate. I am minded to vote against some, or possibly all, of the Propositions unless somebody can actually inspire me otherwise.

The Bailiff: Deputy Lester Queripel and Deputy Soulsby.

Deputy Lester Queripel: Thank you, sir.

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I spent all Sunday afternoon writing a speech condemning the SSP, then I spent the whole of Monday morning writing a speech in support of the SSP! I did that because I was in a dilemma. I can see both sides of the issue...

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I eventually decided to make the speech in favour of the SSP and the reason I have decided to do that is because I realised that, once I had finished my speech condemning the SSP, I had actually lost sight of the fact that the SSP itself is merely a direction of travel. The big mistake... (*Laughter*) the big mistake I had made writing my first speech was that I really felt the SSP was merely a wish list, a list of good intentions, that really was in desperate need of specific Propositions. I had also lost sight of the fact that the Government Service Plan which we will be debating at the end of July this year is the Plan that we need all the specific Propositions for that I had originally thought the SSP actually needed.

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The Government Service Plan is the Plan we need to get right. That is the Plan we need to focus our attention on, because that is the Plan that will directly address the needs of our fellow Islanders, and I use the word 'needs', instead of the word 'wants', because there is a distinct difference between the two, as we all know.

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If Members turn to page 395, they will find the statement of aims for the SSP read as follows: '1. To protect and improve the quality of life of Islanders; 2. To protect and improve the Island's economic future; 3. To protect and improve the Island's environment, unique cultural identity and rich heritage.'

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I will sign up to all three of those, because that is what our fellow Islanders need us to do. That is exactly what they voted us in to do. In fact, I signed up to all three of those aims on the campaign trail for the 2008 election, when my campaign slogan was 'Give the people what they need' and that slogan was misinterpreted by a few misguided souls as 'Give the people (*Laughter*) what they want'! But those misguided souls were doing their best to belittle and demean my good intentions. And to prove that my 2008 slogan was 'Give the people what they need', I have a copy of my manifesto, which clearly states the word 'need' and not 'want'. So I have already signed up to all three of those statement of aims, because we need to deliver all three.

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The question, of course, is *how* do we deliver all three? Well, those specific propositions will have to be identified in the Government Service Plan. That is what we have to focus on and, as we all know, the SSP itself is actually a family of related plans and, picking up on what Deputy Fallaize said earlier, there is a real danger that, of course, we could eventually drown in a sea of plans, achieve very little, and eventually become known as the States of good intentions. And that would be absolutely tragic, bearing in mind all the hard work we are doing behind the scenes.

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But the reality is that the people of Guernsey are not interested in all the work that goes on behind the scenes, and why should they be? They voted us into this Assembly to ensure the wellbeing of the community and here we are today with a list of aspirations that *would* ensure the wellbeing of the community. For us to reject it, in my view, would be totally illogical because the reality is that the SSP presumably then would be taken away un-amended, debated again, possibly in six months' time and, even if it is supported, we will probably see another six months go by before anything happens and, as Deputy Storey said earlier, then we will be heading for another election, having had very little time to actually achieve anything at all.

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There is a real danger that that would be the case. In fact, Nick Mann focused on the issue in his 'Inside Politics' page on the 19th February edition of the *Guernsey Press*. Naturally, I have a copy here, sir. (*Laughter*) The page is headed 'The States of Change seen as the Do-Nothing Chamber', (*Interjections*) and the sub heading reads "Middle of next year before Government Service Plan reveals priorities". So there is a real danger, if we reject the SSP we could find ourselves discussing and debating all sorts of variations of the Plan right up to the next election, when we should really be getting on with the job we have been elected to do. Because every Department already has a mandate. Every Department already has, or should have, a Business Plan. We all know what we have to do and we already know the direction of travel, because the only way is up. And I use that terminology in preference to saying 'moving forward', because although one may be moving forward it does not mean to say we are moving in the right direction. So by saying the only way is up, the direction of travel has already been mapped out and we know exactly where we need to go. The SSP tells us where we need to go and the GSP will need to tell us how to get there.

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I will conclude by focusing on the guide to the SSP, which I have in my hand, which was published in January 2012. On the inside cover there are photographs and names of the 13 politicians who were part of the SSP team. Six of them – Deputies Brouard, Gollop, Sillars,

3455 Langlois, Dorey and Storey – are still in the Assembly today, and I am sure they could all tell us about the amount of work they had to put in to get to that stage. The Plan itself, as we all know, morphed out of the Government Business Plan, which I believe was devised and compiled by former Deputies Stuart Falla and Geoff Mahy, and I believe our current Home Minister, Deputy Le Tocq, had a major part to play. So a lot of thought, a lot of time and a lot of effort has been put into this Plan.

3460 On the first page the Foreword is written by my good friend, Deputy Trott.

Deputy Trott: Signed by Deputy Trott! (*Laughter and applause*)

Deputy Brehaut: That is an admission you can make now! (*Laughter*)

3465 **Deputy Lester Queripel:** Apparently, Deputy Trott tells us that the SSP is one of the most positive things that we are able to hand on to our successors in the next term. Wonderful words of optimism from Deputy Trott! I applaud that kind of optimism. I certainly did not agree with a certain press columnist who stated recently that, in his opinion, optimism was an Achilles heel for Deputy Trott. I do not agree with that at all because optimism is infectious and it is invigorating.

3470 In fact, if you meld optimism with realism, you will undoubtedly end up with the ingredients for success, in my opinion. Optimism and realism really resonate with me, and it is ironic that the focus of a former Chief Minister is on optimism, and that our current Chief Minister should focus on realism, so often, in many of his speeches.

3475 I have every faith in this Assembly, sir, as I have said in this Chamber on numerous occasions. I do not think any of us would welcome becoming known as the ‘Do Nothing Chamber’, and I am optimistic that we can attain and achieve the vast majority of the intentions listed in the SSP. The reality is that we need to focus our attention on specific propositions for the GSP and also we really cannot afford to waste any more time agreeing on a direction of travel, when the only way, as far as I can see, is up.

3480 Therefore, sir, I urge my colleagues to vote in favour of the SSP.
Thank you.

The Bailiff: Next Deputy Soulsby, then Deputy Trott, to be followed by Deputy Le Lièvre and Deputy Hadley.

3485 **Deputy Soulsby:** Sir, like Deputy Perrot I have to say my heart sank when I saw the ubiquitous term ‘political direction of travel’ popping up yet again in this Report. With so many Departments going on their travels, it is no wonder our roads are busy (*Laughter*) and I just hope they all manage to avoid the potholes.

3490 I am also disappointed that the Report does not convey the enthusiasm at the workshops most of the Deputies attended over the last six months. It just screams ‘States-speak’.

However, focusing on the actual content I would like to pick out a few issues that I think are important to consider when determining the likely success of the whole SSP process.

3495 I welcome the fact that there is recognition in the revised SSP that, in order to reach our aims we need conditions that encourage enterprise and successful business and also that we need a self-reliant community where individuals take personal responsibility for their own wellbeing as far as possible.

3500 However the flip side of this is that Government must interfere as little as possible. I do believe that Government interferes more than it is necessary. Historically, this has meant looking at what laws it is going to bring in to stop this, prevent that, and impose the other. As Groucho Marx said, ‘Politics is the art of looking for trouble, finding it everywhere and applying unsuitable remedies.’ I therefore think we all have an obligation, when proposals for new legislation come before us on our respective Boards, especially on the back of legislation coming out of the UK and the EU, to ask ourselves does a positive outweigh the negative, do we really need it? I, for one, think we should be reviewing our legislation and seeing what we can get rid of. Bringing in new legislation should be matched by getting rid of something else. (**Several Members:** Hear, hear.) Less is more. If we *do* want people to take more responsibility for their lives, as is stated in the Social Policy Plan objective, this must be seriously considered.

3510 Associated with this is the interaction of Government with the Third Sector, which is considered at length in the Plan. As an aside, I note that a Third Sector Steering Group has been formed, although this is the first I have heard of it, and I would be grateful to know how this Group was created, its mandate and its membership.

I was also interested to read, in paragraph 10.4.74, that roles and responsibilities ‘need greater clarity’. I wonder whether this is sufficient. We currently have an unregulated Third Sector, comprising hundreds of charitable organisations, many with overlapping aims. I think it is important this Steering Group looks at how the Third Sector could be better structured to ensure, if they are to take over work done by Government, we need such essential requirements as service level agreements and transparency in the provision of financial information.

The third point I should like to make is in relation to the diagram on page 368, which illustrates how the SSP will be monitored. As with previous Plans, and as the Chief Minister mentioned in the Statement, it recognises the important role that the Scrutiny and Public Accounts Committee have in the review process, both in terms of policy and the spending of public money. However, I am disappointed to note that no reference is made to the fact that it is well nigh impossible to adequately scrutinise the whole of Government with a shared resource of six people. Nowhere in the Report is this anomaly addressed (**Severall Members:** Hear, hear.)

Finally, I would like to give my support to the SSP in its updated form, as I see improvements in what currently exists. But I do think, with so many visions, strategies and Plans either released or in the process of development, now is the time, in the words of Walt Disney, to stop talking and get doing.

The Bailiff: Deputy Trott.

Deputy Trott: Sir, in my view, you will not hear a better speech in this Assembly than the one delivered earlier this afternoon by Deputy Fallaize. It was, in my view, absolutely faultless in getting to the nub of the problems. Earlier on this afternoon, Deputy Lester Queripel referred to former Deputy Roffey’s appraisal of me recently in our local newspaper, saying ‘Deputy Trott’s political Achilles heel is that he is too optimistic’. Well, occasionally – occasionally – even my *vast propensity* for optimism can be depleted, and I have to tell you this Report in front of us this afternoon is one such occasion.

Many times during the last eight years, when I have held senior positions in this Assembly, I have said the same sentence which is, ‘We are all in this together. The trouble is when 47 are in charge, *no one* is in charge.’ That is the root problem that our system of government has, in my view. One of the reasons why we debated the Plans last time round, and the time before that, separately, was not exclusively, but primarily, because I could only speak with *real conviction* on two aspects of the Plan: fiscal policies – which I believed then, as I do now, have been quite outstanding – and our international relations. That is why I played little part, when I was Chief Minister, in the development of policy because it was, quite simply, a nonsensical process within our form of government and certainly the manner in which it is delivered emphasises that point.

A year ago, after the election – and I know there are many in this House who regret using this phrase – the Deputy Chief Minister, who is not with us right now, was one of them, the so called ‘Sarnia Spring’. This heralded a great change in the way we were going to do things because, quite frankly, in the views of many of the newcomers, the last lot did not have a clue. Well, the Sage of Omaha, Warren Buffett, tells us – and I would remind those who may not be familiar with his name, should there be any, that Warren Buffett is the world’s most successful investor, bar none – he says: never invest in anything you do not understand.

Now, the lack of Policy Council experience means that *some* of the Policy Council do not understand what they are investing in yet. The reason I can be so certain of that is that I checked with some of our predecessors and I am certainly not alone in being of the view that it probably takes about a term and a half before you fully understand the financial processes, the financial numbers that we are debating, let alone any of the underlying detail.

You could argue, as some have, that the Policy Council is playing for time and that is why progress has been so low. They are playing for time, some may argue, because they have no choice, they are learning as they go, and where I would be critical it is actually where some Members have tried to run before they can walk. But – and Deputy Perrot alluded to this but then, shortly afterwards, so did Deputy Lowe, same context, slightly different emphasis – if you fail to plan, then you plan to fail. But as somebody remarked to me the other day, if you set out to fail and succeed, have you succeeded or failed? (*Laughter*)

I am not suggesting that there has been any political sabotage in the delivery of this Plan. Far from it, but what I am saying is that we do find ourselves, one year into this term, in a quite extraordinary position where, as others have again said this afternoon, if we reject this Plan – and we may well do – it will have absolutely no effect *whatsoever* on what we do as a Government. That, sir, is *this Plan’s* Achilles heel.

The Bailiff: Deputy Le Lièvre.

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Deputy Le Lièvre: Mr Bailiff, Members of this Assembly, Deputy Green said that the document did not quicken his pulse. Well, it quickened mine! (*Laughter*) I agree with everything Deputy Perrot said, except one thing: he said it did not do any harm, and there is something in this document which is quite harmful...

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I started off, as one would expect, by starting... I tried to read the executive summary which, I suppose, is the simple way of understanding it. I got to the second or third paragraph and gave up and went straight to the social policy section. I am glad (*Laughter*) I did, although I had to telephone Deputy Fallaize in the middle of it because I was in danger of exploding.

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An ounce of prevention is worth a pound of cure, or so the old adage says. Certainly, anybody reading pages 405 – 413 would think that the saying was written specifically for the Social Policy Plan section of the SSP. In fact, the word ‘prevention’ is used 22 times in the course of five pages, with a crescendo of biblical proportions in paragraph 10.4.37, where it is used three times in four lines! Whilst it might be difficult to identify the key drivers in other areas of this generally lacklustre document, when it comes to the pages dealing with social policy the reader is left in no doubt as to the burning issue in the development of social policy for the 21st century, prevention, prevention and yet more prevention – in fact, 22 shades of prevention!

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But prevention of what? Prevention from a world of crime? Prevention from a life of addiction? Prevention from the abyss of educational failure? Prevention from illness? Prevention from being ill housed? Prevention from the rigours of old age; prevention from a life spent on the poverty line; prevention from employment; and, most of all, prevention of the alleged ‘problem family’. In fact, it is the last of these preventions – prevention of the problem family – that are at the very core of preventative policies. Because it is argued, albeit privately, that the problem family is at the very core of social welfare issues. Solve the issue of the problem family and most of the other pieces will fall into place.

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In fact, the Report actually suggests that, if we were successful with this, there is the potential for reducing expenditure very significantly. How this staggering piece of social investigation and theory has been established in relation to Guernsey I have not got a clue, and I suspect that the writer of this Report is similarly blessed, knowledge wise. I have, at certain times, subscribed to similarly daft pieces of social claptrap. These require, at the centre, a patriarchal or matriarchal figure who woke up one morning and decided they were going to be a bit of a problem to their kids, to their neighbours, to the police, to their employer, to their teachers, the social workers, in fact everybody and anybody including, on occasions, themselves... Of course, in the world of reality no-one wakes up and decides they are going to be a problem. Becoming a problem takes years. It takes massive amounts of troublesome input from a parent or partner, years of neglect, years of social exclusion and years of failure at each and every level. Once you have collected these ingredients, you bake them in a socially barren environment for as long as possible and you have at least one half of the perfectly prepared problem family. Of course, an alternative and quicker procedure, with equal negative results, is simply to learn it from your mum and dad.

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We are going to focus on this person or family an army of highly qualified professionals who are going to ‘prevent’ the said person to death. But, as I said earlier, prevent what? I would ask you to imagine a pair of social scales. On the one hand we have the strategy pot and on the other we have the social deprivation pot.

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Into the strategy pot we place the Obesity Strategy, the Drug and Alcohol Strategy, the Domestic Abuse Strategy, the Supported Living and Ageing Well Strategy – although I realise it is not quite there yet – the Skills Strategy, the Failed Poverty Strategy, Health’s 20/20 Vision, the Mental Health and Wellbeing Strategy – which we all supported unanimously last month – Education’s New Vision, the Third Sector and, finally, the embryonic Preventative Strategy and the Third Sector.

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Now, into the other pot we place the low paid and the Minimum Wage, Social Security’s benefit limitation, unprecedented levels of marital and relationship breakdown, higher birth rates amongst the socially excluded, debt, physical and mental abuse, pensioner poverty, rent-related poverty, poor quality housing, a lack of housing, sink estates, poor diet, drug, alcohol and substance abuse, reduced expectations in all areas, unemployment, poorly accessed primary care, poorly accessed dental care, a lack of adequate respite care and, finally, a 75 year history of social policy incompetence.

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I would ask you: which way do you think the scales are going to move? Is the new Preventative Strategy going to tip the scales like its predecessor, the Poverty Strategy – that is a

3635 joke, by the way – or is the failure to tackle the obvious going to overwhelm the strategy pot? Are we never going to learn from our mistakes? Are we going to continue to ignore our failed social policies, or are we going to, yet again, put our new found faith in preventative measures by attempting to balance fiscal need with social need and then, forensically, pick over the results to see if we have obtained value for money?

3640 Because if it is the latter, in ten years' time somebody will be saying exactly what I am saying now and, no doubt, somebody else will be claiming to have found the proverbial golden nugget of a strategy that will cure all. My biggest disappointment is that some of our brightest minds and our most senior politicians have put their hand to this mirage of a Strategy. How can they have done that? Have they actually *read* this document and asked themselves how this Strategy might be deployed? Have they understood it? Or are they persuaded by the desperate hope, or wishful thinking, that drives the purchaser of a lottery ticket?

3645 This section of the Report is a dangerous pipedream, in that it offers social salvation at bargain basement prices. The reality is that it simply guarantees the continued spread of social deprivation amongst thousands of Islanders be they young children, single parents, and the sick or aged pensioners. Preventative measures are the invention of the accountant who seeks the eradication of social shortcomings through a stroke of the fiscal pen. Preventative measures are a social policy *cul-de-sac*. I cannot vote for this false offer of hope because to do so would be to betray everything I believe in. In effect, it is asking me to say that the Poverty Strategy is alive and well and performing as intended. It is simply wrong and I cannot agree with it. And because, in my world, social policy is at least the equal to fiscal policy, it follows that the whole of this document is fatally flawed and I will not sign up to any of it.

3655 But for me – for me – the icing on the cake is to be found just a few pages on, in fact on page 416. You need not turn to it. On the one hand, pages 405 to 413 attempt to address *a few* of this Island's most costly social issues with a vague and undefined strategy and yet, some three pages on, we are talking about the policy-preferred option of sand dune creation through the use of recycled Christmas trees, as opposed to boulders and concrete. When I read that, I could have cried. This is not funny, it is insulting. How have the politicians seated on the top bench allowed this juxtaposition of the tragic and the comedic to be printed in the same document?

3660 Today this document should be conveyed to the shredder with a score of nought out of ten but, of course, it will not be and the result will be that, in another few years, a new set of politicians will peep over the brink and, after due reflection, they will step back in the comfort that they now have the answer.

3665 This Strategic Plan is a tragedy in the making and I will not sign up to it.
Thank you, sir.

3670 **The Bailiff:** Deputy Hadley and then Deputy Langlois.

Deputy Hadley: It might sound on a somewhat lighter note but it follows from Deputy Le Lièvre's speech. In a recent general election an elector said 'I never vote. It encourages them' (*Laughter*) and that is precisely why I suggest we do not vote for this States Strategic Plan.

3675 When I came to the States I said that our civil servants often give excellent presentations. My jaundiced, long-serving colleagues tended to be not quite so impressed and, as time has gone on, I have come to realise that, all too often, our civil servants can give wonderful presentations, such as the 20/20 Vision, as Deputy Le Lièvre has referred to and, again, this was re-presented to the States in almost exactly the same form in January of this year.

3680 The trouble is these visions are a complete waste of time if you cannot do the day job. And I suspect that an awful lot of civil servants' time is spent – and that time is money – in producing these over-arching, grand, high level documents that are not worth the paper they are written on, so I urge Members to vote against the document.

3685 **The Bailiff:** Deputy Langlois, then Deputy Conder and Deputy Le Clerc.

Deputy Langlois: Thank you, sir.

3690 Well it really is... as we have discovered this afternoon, it is so easy to be negative about a Report like this and we have already heard from the somewhat strange alliance of Members today – an unusual alliance – about how easy that is. I was really pleased, actually, at the end of Deputy Perrot's speech that he successfully navigated its tricky waters, despite his considerable expertise in finding local rocks, sometimes by hitting them... (*Laughter*).

I would like to comment on two aspects of this States Report and seek something positive in

3695 here and I am going to do that simply on the grounds that, in my view – and I am fairly close to Deputy Perrot in terms of his view of strategic planning as a tool, especially for something as complex as our business – in my view it is, on balance, better to have a Plan than not to have a Plan. That is where I am coming from. I think that this is, indeed, a development from the previous one.

3700 So the two aspects I would like to look at: firstly, I would like to draw Members attention to the social policy principles represented in the Plan that are particularly pertinent to the work of Social Security and then I will turn my attention to where this Plan fits into management and leadership role within the States. With regard to the Social Policy Plan, I think it is very helpful to have defined the four key challenges, despite Deputy Le Lièvre’s view of the initial word; the shift to prevention rather than crisis management, I think is a very important one; the availability of funding for doing what we want to do; the demographic reality that we are facing; and the need to work better with the Third Sector.

3705 Social Security Department is increasingly interested in prevention through spend-to-save initiatives and I have not been made aware of any massive opposition to the potential use and success of a number of those initiatives, many of them set up so effectively, or initiated, by the previous Board. It is already ten years since the Department recommended the States to amend the Social Insurance Law so that, instead of expenditure from the Insurance Fund being combined to payment of benefits and admin, it could also invest in back-to-work benefits and work rehabilitation training schemes.

3715 There have been great strides made since the Law changed and took effect in 2004 and prevention is a key part of our social insurance programmes already. With back-to-work benefits, I am talking about accelerating return to work from sickness or unemployment so that benefits are paid for a shorter period of time. But prevention, of course, goes much wider than that and includes measures to reduce the chances of people falling ill or becoming unemployed in the first instance. It also includes measures that prevent people from needing medical prescriptions, GP and specialist treatment and long-term care in residential and nursing homes. Prevention in all of these areas, in addition to being of great benefit to the individual, has a positive impact on the Social Security and States’ finances generally and I do not believe we can afford to ignore that positive impact. We are continuing to explore further opportunities for preventative measures in all of these areas.

3720 The availability of funding is a major challenge for us, both in the short and long term. For Social Security the key challenges of funding and demographic patterns are closely linked. If you find this sort of thing interesting – and I apologise for the somewhat anorak introduction with the word ‘interesting’ – 2011 and 2012 have been really interesting years for pension schemes. You believe me...

3730 As we have seen the people born in 1946 and 1947 reach pension age... These are the two. I had some help with the preparation of this speech and the person helping me said these are the two strongest cohorts. I am not quite sure if that fits people who have just reached pension age. Certainly, I have some doubts on some days, but there we are. These are the two strongest cohorts, the largest cohorts of the post-War baby-boomers and, of course, their progress to pension age has been long anticipated and monitored closely by actuaries. At the end of 2010 the Island had 15,047 people receiving a Guernsey State Pension. At the end of 2012 we had 16,188, which is a 7.5% increase: 1,141 additional pensions to pay every week.

3740 Of course, not all pensions are full pensions and not all pensioners live in Guernsey or Alderney. But this makes very real the challenge of the ageing population and the impact on finances in the area of pensions alone. It is a critical factor in our States Strategic Planning and I go back to the fact that it is, therefore, better to have a Plan than not to have a Plan because there are certain things that we do know about the future. The availability of funding is critical in the long term sustainability of the pension system: this matter was brought to the States in 2009 in what became known as the ‘pension puzzle’. The States approved a number of measures, including the gradual increase in the pension age from 65 to 67 between 2020 and 2031. The States did not approve of SSD’s proposal for an increase in contribution rates and this is now acknowledged as unfinished business and that will return to the Assembly soon.

3745 So all of this is something that should be recorded and put in context and put alongside other facts, in order to shape a form of plan for the future. Our recommendations for that will be informed by the consultation exercise on the personal tax benefits which the Treasury and Resources Department and Social Security are launching next month. The October States meeting will also see our revised proposal for modernisation of the supplementary benefits scheme. In March 2012 the Assembly rejected certain aspects of the previous Board’s proposals, probably,

principally on cost grounds. The proposals that we return with will be a moderated version, a changed version – let us leave it at ‘changed’ at the moment – without a doubt with some further emphasis on work incentivisation.

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If you look at paragraph 10.4.44 on page 408, it draws your attention to the reason, the compelling reason for me, to have a Plan in place because it says:

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‘With the changing fiscal climate, an increased tension and polarisation of political views [has] developed between the need to maintain spending constraints to restore the States’ budget to fiscal balance, and the imperatives of meeting the health and social welfare needs of Islanders and ensuring their safety and security.’

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I think if you actually get hold of a CD and juxtapose Deputy Le Lièvre’s speech and my speech in, roughly, every other States’ meeting, you will probably actually see the origin, or one of the origins, of that paragraph. But it is undoubtedly there and it has got to be acknowledged.

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The Report goes on to review the view of the Social Policy Group that this polarisation is unhelpful and it advocates a middle course. Now, it is clearly a middle course that is not going to be approved of by everybody but I do think there has already been a shift to the middle ground and away from the extreme polarisation. I think that, although this Assembly has received *some* criticism for having been slow off the starting blocks, there has been a considerable investment in increased dialogue between Departments and, consequently, a strengthening consensus and I will return to the concept of consensus later.

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The presumption of States’ service contracts, rates of pay and benefit rates increasing by RPI, or RPI+, is no longer there, demonstrated rather graphically this week in one particular area but I am sure it will be a recurring theme. It is certainly not there in the short term. And it is not there, either, in a number of the fee agreements and contracts for services that SSD has renewed over the past year.

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Staying with social policy, I will refer just briefly to the close co-operation that we have, and will continue to have, with HSSD on the review of the healthcare system, including the need to redesign in good time the arrangements for providing and financing specialist medical care when the contract with the Medical Specialist Group expires in 2017. In addition to this, there is our work with HSSD, Housing and T & R on the Supported Living and Ageing Well Strategy, that catchy little phrase that is so difficult to read each time. Both of these projects are complex, they are multi-million pound long-term programmes which will be resource hungry, so they have got to be attacked within the context of a Plan.

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Now let us turn to what this Plan represents and how it interacts with leadership functions because, for me, that is the important bit. Deputy Fallaize appears to say that all planning is wrong and therefore we would be better off without one whatever. I am going to argue that I feel that we need to have that Plan in place, whether or not it is the updated version of the previous one, in order to make the transition to leadership. What this Plan certainly does not represent, and neither should it in our consensus system, is a UK Party manifesto, like Deputy Bebb implied that it should. That is not the intention of it and what it represents should not try to mirror any party approach.

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When you are trying to define strategy, leadership and strategic leadership – and however much Deputy Perrot despises the word, it is there, it is written up an awful lot by some very erudite people who study organisations – when you try and define strategy, leadership and strategic leadership, it is useful to look at some of the extensive literature in this area. Some of the useful things that I have found in a very short search are the fact that ‘strategy is a process, it is not the answer.’ Strategy has to be part of the process of government... the process of moving things forward, I am sorry, and not the answer.

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Clear strategy helps to deal with what two Dutch writers, De Wit and Meyer, call ‘organisational turbulence’. I do not think ‘organisational turbulence’ is a hard phrase to understand. I think anybody who has anything to do with the States, or has done for the last few years, would recognise it very well. Another eminent writer identifies ten drivers of turbulence which I think we should all recognise: the environment we live in; competition overload; customer power; economic volatility; unexpected disasters; public unpredictability; international instability and so on. I will not go through all ten, thank goodness. A little analysis can go a long way but a lot of analysis can quickly get you lost. So strategy provides a direction when the going gets tough. When we get to these choppy waters, then at least we have something that says this is broadly where we are going.

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But, sir, a strategy is not just for Christmas – sorry, not just for Easter even – it has got to become a way of life. Leadership, on the other hand, is quite a different thing. Now, many of you

3815 may have noticed, if you are looking for quotes on this, that Martin Luther King, to my knowledge, never said 'I have a strategic plan'. This Plan is not intended to be an expression of specific, political priorities for this term. Leadership implies having leaders and followers and reacting appropriately to different situations.

Martin Luther King did say:

3820 'A genuine leader is not a searcher for consensus but a moulder of consensus.'

To date, the Policy Council has been seeking to identify consensus and I would remind you all that everybody took part in the formation of this Plan. The workshops that were held, they shaped these words, they shaped the priorities that are represented within them and, therefore, everybody has contributed to this.

3825 We are now entering the leadership phase of the Strategic Planning and Management Process. Ministers must take up that role and, if they do not, the Government Service Plan that follows would simply not be capable of bringing together policy making and resource management. I, like others, have some concern about the timescale of that.

3830 So let us note this Report, let us accept its limitations but note it in the full knowledge of what it represents and what it does not represent. Above all, let us move on into a firm leadership phase to deal with the priorities and imperatives that exist for this term.

Please vote for the Propositions.

3835 **The Bailiff:** Deputy Conder, then Deputy Le Clerc.

Deputy Conder: Thank you.

3840 Mr Bailiff, fellow States Members, a quote often, probably inaccurately, attributed to Harold Macmillan, when asked what has knocked *his* government off course was, of course, 'Events, dear boy, events.' Whether that quote is correctly attributed or not, I suspect it will be increasingly appropriate to this, or any other, government's strategic plans.

3845 Like so many of my colleagues, I am not a great fan of strategic plans, given the frequency with which they are produced, revised, abandoned and then revisited – and we have heard some of that this afternoon. In some ways, the whole exercise can appear to be more an academic than a practical exercise and, perhaps, given the recent history of the States' strategic planning, the process we are engaged in today is further evidence of that problem.

3850 A recent paper from Stanford University's social innovation review was entitled: 'A strategic plan is dead. Long live strategy.' In that paper they described a strategic plan as having traditionally focused on predicting a future based on historic trend lines, invested heavily in gathering available data and produced a small number of aims and objectives to steer the organisation over a defined period of time.

3855 However, with increased globalisation the world has changed. The future is no longer predictable, based on the past. In fact, it is liable to be startlingly different. Stanford University suggests that a new approach is needed called 'adaptive strategy', which is capable of rapid change and only points in the broadest terms where it wants to go and how it gets there. Perhaps, sir, we need to acknowledge that planning for the future is a very uncertain business and we need to be realistic as to just how much we can predict or influence the future. The Cypriot government may even at this moment be reflecting on that self-evident truth.

3860 I do have one specific concern regarding the Plan in front of us and that relates to the long-term capital investment detailed, initially, on page 377, in which it says:

'Long-term capital investment needs to be planned and may involve alternative ways of raising money because public revenues will not be enough (see update on the Island Infrastructure Plan)...'

3865 which is on page 425. When you turn to the Island Infrastructure Plan, it says:

'When dealing with such significant figures, it will be necessary to determine how this investment will be made. For example, will it be solely public money or will the States work with the private sector to help deliver this type of essential development?'

3870 I am sorry in many ways that Deputy Trott has just left the room because I think one of the great legacies that previous governments has handed to us is the lack of public sector debt and I put all of us on notice that if there was ever any intention suggested in those paragraphs that an alternative way of funding infrastructure and development would be to enter into public sector

debt, they would certainly have a fight on their hands from me.

3875 In spite of what I have just said and the wealth of criticism that we have heard during this
 debate, I do applaud the Policy Council for the way in which they have engaged in this planning
 process: inclusiveness and the desire to at least attempt to establish a way forward. I believe the
 document before us is a useful reference point and at least an improvement upon what has gone
 before. I, for one, can at least feel that those engaged in its production have themselves some
 3880 experience of strategic planning, both its design and implementation, and as I look at our Policy
 Council I know, individually and collectively, that is true. My only plea is that we recognise that,
 even within the next few months developments, beyond our control could turn all of this to dust (**A
 Member:** Hear, hear.) and any plan that we adopt has to be sufficiently flexible to deal with the
 contingencies which could be dramatic and far reaching.

3885 In conclusion, sir, I will support the Propositions. I think this is a start and we should support it
 and move on quickly to the next stage of the process. In supporting the Policy Council and all of
 those involved, I would just like them to remember Macmillan's words, 'Events, dear boys,
 events.' I only wish that, when referring to our Policy Council, I could say, 'Events, dear boys and
 girls, events.'

3890 Thank you.

The Bailiff: Deputy Le Clerc and then Deputy Domaille.

Deputy Le Clerc: Thank you, sir.

3895 I was going to start by saying that I do not think the Plan was going to win any prizes and I was
 going to open with the Booker Prize, but the Booker Prize is for fiction and I am not sure that this
 is a complete work of fiction, (*Laughter*) but some parts are akin to Mills & Boon. (*Laughter*)

I think that the Policy Council always were going to have a very difficult challenge in pulling
 together a Plan with input from 47 people with very different ideas, views and opinions. I believe
 3900 you only get out what you put in and we were all offered the chance to put in something through
 the workshops and feedback sessions that were held last year and earlier this year. I am slightly
 disappointed that the Plan does not truly reflect some of the ideas and feedback and the effort that
 was put into those workshops by the Deputies. I am not going to say much more on that, but I do
 think that we need to get on with governing the Island.

3905 Without a Plan we are always going to be *reactive*, rather than proactive. So even though this
 Plan is not as refined and robust as I would like it to be, I do feel that I will have to give it my
 support.

Thank you.

3910 **The Bailiff:** Deputy Domaille and then Deputy Luxon.

Deputy Domaille: Thank you, sir.

3915 Firstly, I would like to endorse Deputy Langlois' comments regarding this Plan; I thought they
 were well made. That said I rise to comment on the environmental agenda and, specifically, the
 environmental policy within the Plan. In doing so, I think I should stress that I speak as a
 representative of the Environmental Policy Group, a sub-group of the Policy Council, rather than
 as Minister of the Environment Department.

To be frank – and I am sure that Members will be pleased to hear this – I do not have a great
 deal to say. The source document for the environment policy is, of course, the Environmental Plan.
 3920 That Plan continues to exist under this Plan and is an approved document of the States. Members
 will recall that on behalf of the Environmental Policy Group, I fronted a short workshop session at
 Les Côtis with fellow Deputies to find out whether or not the content of the Environmental Plan
 was still supported. I think I can safely say the support was unanimous, just as the previous
 Assembly was unanimous in voting the Plan into being in the first place.

3925 The SSP process this year has called for no more than three objectives to be highlighted and
 those objectives will then be linked through into the Government Service Plan. I quote from the
 SSP:

3930 'The purpose of distilling what are currently long lists of objectives into fewer words is to make the States Strategic
 Plan simpler and to edit out the shorter term specific objectives that will, in future, be considered part of the
 Government Service Plan.'

I think that is an important element. The objectives that we have extracted from the Environmental

3935 Plan and put forward are shown in the tables in Section 10 and I will repeat them. They are climate change adaptation, carbon footprint and energy consumption reduction, land and marine spatial planning, and management ensuring countryside marine and wildlife protection.

It was no easy task to identify three key areas and objectives from the myriad of options under the global and local environment agenda, to deliver the specific aims of ‘protecting and improving the quality and life of Islanders’ and ‘protecting and improving the Island’s environment, unique cultural identity and rich heritage’.

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We needed to be aware of the whole remit of global environment policy, be it pollution, bio-diversity, waste policy, sustainability – including sustainable construction and transport – all the carbon debate in all its forms, including energy and climate change.

3945 In addition, and very importantly, the aims of the States Strategic Plan refer to Islanders and the Island, so they are not just looking at bigger global policy issues. We also need to consider the more local environmental concerns. To put these issues into context, they may include, for instance, the proliferation of unsightly cars for sale on public land. They might include Range Rovers and trailers left on beaches all day after launching jet skis. They might include dog walkers on the avian over-wintering beaches at Richmond or whether we have the balance right between our modes of transport. They might include quite localised noise and pollution issues or accumulation of unsightly waste. They might even include sand dune protection so dismissed by Deputy Le Lièvre.

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Sir, some may consider some of these issues to be of little importance but *all* these things affect the quality of life of Islanders and our Island environment. Despite the breadth of issues to be considered, the three key objectives, especially read alongside the three themes that have been developed do, very broadly – very broadly – capture the issues I have referred to. So both as a representative of the Environmental Policy Working Group, and as a Minister of the Environment Department, I am reasonably content with these objectives and themes and I am happy to recommend them to you.

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3960 But perhaps of greater interest and importance are the challenges that we currently face and that sit under these key objectives and themes. These challenges, including their connections and conflicts with other policy areas, are set out in Section 10.4 and, I am sure, come as no surprise to anyone. I have made four of them – coastal protection, traffic, bio-diversity and land use – the cornerstones of my Department’s work. The Public Service Department is actively tackling waste management and, of course, we have the Energy and Resource Plan and Energy Working Group tackling the remaining challenges referred to. Again, addressing these challenges requires us to look at more than just policy and more than just one or two workstreams. Even within the key objectives, themes and challenges listed in the SSP there will be tensions, there will be priorities and resources, but the challenges listed are real and they are challenges we are already tackling, so I recommend that you approve Resolution 6. I do so in full awareness that this, in many respects, is the prelude to the main debate and I think this has touched upon an issue raised by a number of Members.

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In a few months’ time, when we debate the Government Service Plan, we are going to have to get to grips with exactly what those objectives mean for the next four years. If we are seeking new services or additional resources to be targeted at existing services, we are going to have to grapple with how that is funded and, quite probably, what we are going to stop doing in order to fund that. While I dislike raising such a negative note, I do have to say that, in the past, environmental issues have tended *not* to be given equal consideration to other issues when an issue is put forward. If that proves to be the case when we consider the Service Plan, then very little will be done to meet the identified key environmental objectives. With this important caveat, I commend this section to the Members.

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Thank you.

3985 **The Bailiff:** Deputy Luxon and then Deputy David Jones.

Deputy Fallaize: Sir, may I seek some clarification because Deputy Domaille – and he is not alone – has spoken about the debate in a few months’ time about reconciling resources and policy objectives but my understanding from paragraph 4.13, is that, in July, there will be consideration of the *principles* of a Government Service Plan and then the first full Government Service Plan will be presented to the States in 2014. So perhaps somebody on the Policy Council might provide the States with a bit more detail about what the difference will be between Stage 1 of the Government Service Plan this year and Stage 2 next year, please?

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3995 **The Bailiff:** Do you want to deal with that now, Chief Minister?

The Chief Minister: I am happy to address that.

4000 The Government Service Plan, as I previously suggested, is intended to be a 4-year rolling plan for the use of budgetary purposes. In July of this year we will not be in a position, I believe – and I am looking to my Treasury and Resources colleague – to actually have that in place to act as the 4-year rolling budgetary plan.

4005 What we will, I think, be bringing to the States in July will be (a) the concept and how the makeup of that Plan – the Government Service Plan – will be created but also, and I think this picks up on the point that Deputy Domaille has said, it will also identify the priorities for at least the first year. So it will not be the 4-year rolling plan, because that is with the budgetary process, but it *will* still address priorities for at least the first year, if not longer.

The Bailiff: Deputy Luxon and then Deputy David Jones.

Deputy Luxon: Thank you, sir.

4010 This morning when I bumped into Deputy Trott he slipped something into my pocket and I think it may have been his baton of optimism because sir my glass remains half full.

4015 I do not agree. I do not think that Deputies Bebb, Fallaize and Trott, earlier this afternoon, actually have got anguish and concern and are depressed about this Report. I think they are rehearsing – and, rightly so, in my view – the review of machinery of government proposals that I hope Deputy Fallaize is going to lead in a brave new vision and bring back to this Assembly, because I think the frustration is not about the situation of the Government Business Plan, or whatever came before it – the first SSP, the second and, no doubt, several more that will carry on breeding – it is about the frustration of the machinery of government which we operate. It is actually devised to give us the frustration that we all feel.

4020 Frankly, if I was going to write a one-pager strategy for us at the moment, I think I would probably only need five particular thrusts: to maintain our economic and fiscal sustainability; to deal with the £31 million deficit that we have; to implement the personal tax and benefits review, which is critical; the day-to-day departmental mandate roles, which are critical; and the review of the machinery of government. Those are the five, if I was writing this strategic plan for a business, as opposed to a government. I would probably make do with those five. (*Interjection*) Okay, thank you, sir.

4030 So I actually do not disagree with much of what has been said, although very negative. I understand where that comes from and I come back to the review of machinery of government needs and my view, to be radical, it does not need to be an evolution from where we are now.

4035 Deputy Trott talked about in an organisation where there are 47 leaders, then you have no leaders – I am probably misquoting him – but I do agree with that. Why should the States of Guernsey have a Strategy, a Plan? Why not just operate in an *ad hoc* random way, instead, and just see what happens? Well, it is a matter of choice. Do we prefer to choose our destination and determine the best route to get there or simply set out regardless, with a hat and a hope, and hope for the best. If we want to try and achieve progress, we simply must adopt a Strategy and Plan and objectives, then make them happen to the best of our ability. The alternative is just too risky, leaving us vulnerable to unforeseen and outside influences, as Deputy Conder said, like flotsam on the tides. The people of Guernsey expect and deserve us to deliver in this way on their behalf.

4040 In our system of government we have to find a way to take the 45 individual manifestos that our electorate used to decide who they wished to vote in and to then forge a composite from those rough diamonds. The tension and natural conflict which emanates from this process is totally understandable but all 47 of us in this Assembly have to accept some compromise in agreeing on a single manifesto that can represent us all and our interests on behalf of the people.

4045 I sit on the Policy Council and several other of the Policy Groups – the Population Group, Environment Group, Energy Group, Strategic Land Use Planning Group, Island Infrastructure Plan – and I intend to refer to some of those specific areas later in my speech.

4050 I do commend the progress made by the two previous Assemblies since 2004 in the development of the workstream. Many people have criticised the Government Business Plan and the States Strategic Plan and I understand why they do that. Many, many organisations suffer from the same problem. I am confident that this Assembly can improve what has been passed on to us and can pass on a better and more robust position in 2016. The Plan should transcend the terms of office; it is a Guernsey plan for Guernsey and will evolve to react to changing circumstances over the years. This revised and refined States Strategic Plan offers consistency and continuity as to

4055 how Government business is transacted, offering a long-term 25-year-plus visionary horizon with a mid-term 4-year scope managed through a medium- and short-term set of annual objectives. This is a very normal approach.

This agenda has been dictated entirely by the will of all 47 Members of this Assembly. This is a States of Guernsey area focus, not the Policy Council in isolation. That is not the mandate that we have been given. The round table session that we had at Les Côtils last year was the nearest to a debate I have personally seen since I was elected. These States sittings are not really debates. I know we call them debates but they are a series of speeches and statements, they are not real debates as such, and I hope the review of machinery of government takes that into account and tries to see if they can improve on it.

4060 The output from the States Strategic Plan discussion really has helped to refine the Plan that we have before us. For me, sir, the SSP represents a map and we Deputies are the WD40 to oil the wheels of that journey – sorry, Deputy Perrot. Good government can be and should be speedy, efficient, effective, adaptable and always with a long term perspective front of mind. It is for us to choose whether we wish to operate for progress or to retain a *status quo*.

4070 For those who do not like these strategies and the process of developing one, then a benevolent dictatorship would probably work much better and quicker but I am not sure that option is top priority for the machinery of government review. It is a long document but the previous version was an even chunkier Report and this draft has been shortened, not to lose any of the important content and detail but simply to make it more user-friendly. Ultimately, the States of Guernsey should be able to condense its ‘cunning plans’, as Baldric would describe them, into just a couple of pages, making it clear and easy and accessible for anyone to read and understand what we are trying to achieve.

4075 What is important in any organisation is to ensure that all stakeholders are clear about its vision, strategy, objectives and plans. The who, what, how, when question, so that our Government can then make informed choices about the allocation of resources and, of course, budgets. This enables all Islanders to understand what they can expect and, just as importantly, what they cannot expect over each four year term, leading to a more transparent and accountable regime where this Government and where we deputies can be judged both individually and as a whole. There has been some mention today about the most radical stop-start. Our system of government currently does not allow for that. What we have is continuity and what we need to do is to understand that and try and evolve and speed up that continuity.

4080 What is important in any organisation is to ensure that all stakeholders are clear about that vision. Sir, the established six principles of good governance are a good example of this. The six of them are: to focus on our purpose and outcomes for all; performing effectively in defined ways; promoting good values, behaviour and governance; taking risk away and informed, transparent decisions; developing effective capacity, capability and competency; being open, engaging and accountable.

4085 The previous States established these principles and we operate within them as an implicit aspect of our roles as Deputies and yet my guess would be that very few Deputies or civil servants would actually be able to either quote all six, let alone assure us all that our actions are always made in compliance with those principles. If I am wrong, I apologise. However, we have to make sure that the SSP is real and relevant if it is to be meaningful and effective.

It will be interesting to her from the Chairman of SAC, or the Chairwoman of PAC, as to how they feel improving governance within the States is progressing as directed in Billet V 2012.

4100 At the beginning of my speech I posed the question ‘Why bother with a Strategy or Plan?’ There are some real very practical reasons, in addition to the obvious top level need. Some of these key reasons are a clarity of the agenda, an efficient and effective organisation, providing good value, consistency in the short and long term, resulting tensions and conflict of competing priorities, policy formation and prioritisation, new service delivery through multi-criteria analysis, resource and budget allocation, capital funding and being an organisation that is understood and respected with integrity. So not only is the Strategy and Plan for the States of Guernsey useful, it is an imperative, however cumbersome the journey is to establish and implement it.

4105 Again, we should not let up on the drive to complete the States Strategic Plan, Government Service Plan and the departmental Plans that will follow but we should not be concerned over how long it has taken. It is better to get it right slower than wrong quickly – and I cannot believe I am saying that, but I do say it.

4110 And, of course, it is business as usual while our Strategy is in formation and review. We continue to deliver against our departmental mandates every day and must continue to do so. I am also hopeful that the Committee reviewing our machinery of government will bring proposals to

4115 this Assembly later this year, as I said earlier, and will recognise the SSB vision and objectives and that those proposals will add further WD40 oiling to aid this Government to be more effective in delivering for the people of Guernsey.

Just very briefly, on a couple of the Policy Groups that I sit on... Population and Policy Plan: economically, socially, practically, this policy area is of critical importance. Apart from the non-fit-for-purpose status of housing laws, the need to recognise the implications of the pension time bomb, economically active v. dependency ratio, a skilled competent workforce, the open market issue, home constructions plans and clarifying that Guernsey is open for business, are all significant issues which we hope to address in the States Report coming to the Assembly in the summer. This is long overdue and needs resolution as a priority.

4120 The Strategic Land Use Plan: this policy area provides a guidance to inform the work that the Environment's Planning Department covers in terms of how the Urban and Rural Development Plans effectively deliver the requirements for the SLUP. It adopts a lofty perspective to ensure Guernsey has a long-term view on land resources in sync with changing needs.

4125 The Island Infrastructure Plan: this was referred to back in the budget debate last year, along with the Strategic Asset Management Project, and it was confirmed that both would come to the States later this year. The IIP Group have considered both the scoping and first draft of this Plan and we are happy with its progress. Its core focus is to consider how, over the long-term future, Guernsey best manages its infrastructure assets, the maintenance of those assets and to facilitate decision-making on future reinvestment and funding of those assets. We have spent circa £1.2 billion over the last twenty years on our infrastructure and we estimate that we will need to spend 4130 circa £1.8 billion over the next twenty years, a 50% increase, and this, when funding surpluses will be far scarcer than ever before.

I will not touch on the Environment and Energy Policy Plans, as Deputy Domaille has covered that.

4140 I apologise for the length of my speech, sir. However, the States Strategic Plan is the core plank underpinning all that we do and therefore merits a full, detailed debate and scrutiny by this Assembly. The Policy Council, with input from all Deputies, has forged it; it is ours, all of us. We must own it and we must deliver it effectively, if we wish to deliver to the people of Guernsey.

4145 Sir, finally, on the basis that, supposedly, we only ever hear about 11% of what we listen to, can I just recap what I think the important parts of my speech were – (*Laughter*) 11%. Every government needs a vision, strategy, objectives and plans. Every organisation does. Guernsey needs the SSP to maintain its economic, fiscal and social success. It should be acceptable to all 47 Members of this States and the community. The short-, mid- and long-term perspectives must be balanced. It should have proactive intent with reactive flexibility. We have to be able to react, and it has to be fit for purpose. Resources and budgets must be allocated within the framework of 4150 priorities. Consistency and continuity of its delivery will build effective momentum. Having signed up to the SSP, we must stay true to its principles to progress.

I will repeat, sir, I do not think that the negative comments about this Report we are discussing today, is actually about the business plan – the States Strategic Plan – I think it is a comment on the frustration of the machinery of its system. I am not talking about executive Government or party politics. I am simply talking about the framework and the wiring of how our organisation is configured and, as I say, I call on the Committee, the Review of Machinery of Government Committee – and I hope the rest of the Members of this Assembly will say to you – that we have 4155 high expectations of what you bring back to us later this year, or the beginning of next year.

4160 Thank you, sir.

The Bailiff: Deputy David Jones.

Deputy David Jones: Thank you, Mr Bailiff.

4165 Deputy Luxon in his speech talked about the *ad hoc* way that the States have done things in the past, which is why we need a Plan – and I agree with him – but I am a little surprised at Deputy Fallaize and perhaps some others, who are actually people who like to have structure and joined-up government and they are interested in plans and process and policy, but do not actually want to vote for this one.

4170 I also understand Deputy Le Lièvre's frustration. This is a man who came to this place on a pure ticket of addressing the problems of social policy and, in five years, we have progressed not one jot in some of those areas. I think the time for Deputy Le Lièvre to get angry – he was quite angry today – is when the action plans come before this House and we see then just how much lip service we are prepared to pay to some of those people in there. We got close to it last March with

4175 the Social Security Policy Report, which I was hoping was going to be supported, but was not. The figures were scary: let me tell you, dealing with poverty and social exclusion is going to be expensive and they will be scary figures, but that is no reason just to ignore it.

4180 Actually, I was going to say my good friend Deputy Perrot mentioned the battle plan. Well, I was in the army for a short time and I can tell you the most dangerous man in the whole regiment was a second lieutenant with a map. (*Laughter*) But the maritime picture of the States is a good one. If you look at us, here we are, we are 47 in a boat. We are apparently looking for land. There are some bailing, there are ten up in the crow's nest, discussing the best method of propulsion whilst circling the Captain's chest that has all the food and a chart in it. The chart is eventually retrieved but a handful of the crew decide that, because it is getting dark and they do not agree with the boat's course, they want to ditch the chart. Others disagree and say 'Well, if we throw the chart away we will have no idea where we are.' In the end, just like this debate, the fog came down and the boat and the crew are still out there somewhere, looking for Perrot's rock! (*Laughter*) You never know, it may sink. Well, there is a collective applause just gone up outside, I imagine, but there we are...

4190 So this is how this debate has seemed to me. It is a sort of boat; Deputy Elis Bebb said about 'circling'. It is a bit like that. Look, this is your plan, *you* were in at the stage of the planning stage. There you are, we had workshops where you put your input in. It may not be the best written document that we have read in a while, but it is what it is and it is actually an executive summary for the action plans and all the other plans that we have got, the Environment... what is the name of that wretched Plan? (*Laughter*). Yes. (**A Member:** SLUP.) SLUP, yes. So, really, I look at this as a sort of executive summary of all that, but I do understand the frustration with all these Plans.

4195 I have been here a while, not as long as the Mother of the House, but a while and I have seen all these Plans come and go and come and go and I think that it is accurate to say, as the ex-Chief Minister said, that if this does not go through, well, it will not make a lot of difference. But it is our political compass, for whatever it is worth, and you know we are 47 Members. I do believe there is a little bit of the manoeuvring going on, getting ready for some sort of executive government... and if we can make everything else fail that will be a good reason for having it. Well, it does not work anywhere else. Just look around the globe and we should be very careful before we ditch the system we have. Do you honestly believe that executive government in the UK is working? They are screaming across the Chamber! That would make interesting debates. Perhaps you should have a look at that when you do your review, about we actually have a proper adversarial system of government, where we can all scream at each other like some... (*Interjection and laughter*) I merely put a point of view and it is for others to agree or disagree. But I hope you support this.

4200 The Policy Council have put this together – or their staff have put this together – after the workshops that you all attended, where we all thought that you were engaged in this. Well, clearly, some of you never were... It is what it is but, as I say, you should treat it more as an executive summary for all the other Plans, where you will have to make some really quite frightening and serious decisions that Deputy Langlois referred to, in the future. And I can tell you now that I will be standing shoulder to shoulder with Deputy Le Lièvre and others when it comes to looking at what we need to do to help those in this community who do feel very left out. They are the people that suffer social exclusion, they are the people at the bottom of the heap who do not ever, ever really get this... Somebody mentioned the trickle-down system – I forget who it was now – but I remember years ago when A & F sat up here and talked about this wonderful economy that was going to trickle down and the money, but it never got to the people at the bottom, ever, because it was syphoned off and hived off for wretched marinas and all the other baubles and things that we decided we could spend millions on, while these people were left suffering.

4215 So I do say that I understand the frustration of people like Deputy Le Lièvre and, to a certain extent, Deputy Fallaize, although I never really understand actually, sometimes, where Deputy Fallaize is coming from, (*Laughter*) but I hope you do support this Plan.

4220 **The Bailiff:** Deputy Brouard, I was going to call you next. How long is your speech, do you think?

4230 **Deputy Brouard:** Three minutes. (*Laughter*)

The Bailiff: Three minutes. (*Laughter*) That was the right answer!

Deputy Brouard: Thank you, sir.

4235 I think a couple of things you need to realise. First of all, the new Members asked for this debate so you have brought it on yourselves. This is what you wanted, to have the Plan brought here to debate and to have ownership of the new Members.

4240 I think some of the Members are also protesting a little bit too much. The Strategic Plan is the top: it is our values, it is our aims, and no-one can really say that they are not good aims. You know, 'protect and improve quality of life for Islanders', 'protect and improve the Island's economic future, the Island's environment, the new cultural identity and rich heritage'. That is our values.

4245 Where the actions are comes in your actual Department and I think one Deputy was referring to the Conservative Party manifesto... Well, congratulations; £1.2 trillion in debt. Well done! (*Laughter*). I think you are looking the wrong way for the action list. You have got to look at yourself for the action list. This is just the aims of where we are trying to get to.

4250 I think we have mentioned about the roads. Well, PSD, you have got your own action list as to how you are going to get the roads sorted. Social Security, you have your priorities on welfare. That is where the actual list is. That is where we can get Deputy Green's pulse racing. It is in those places.

4255 And I just want to touch on something on preventative things: I like preventative things. If I can prevent someone joining a school at age five, with a reading age of three, count me in. If I can prevent someone coming out of school at 16, unmotivated, with no qualifications, count me in. You know, I am all for prevention. Thank you.

4255 Another very final thing, just to finish off, those who look for answers in the *aims*, are looking the wrong way round. Look at yourself and your Department as your plan to achieve those aims. So please support this: this just gives us the guidance of where we are heading for.

Thank you, sir.

4260 **The Bailiff:** Can I just have an indication of how many more people are likely to want to speak in this debate.

Yes, I think there are quite a few, so we are best rising now and returning at 9.30 tomorrow morning.

The Assembly adjourned at 5.30 p.m.