

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

**POLICY & RESOURCES COMMITTEE**

**GOVERNMENT WORK PLAN 2026-2029**

The States are asked to decide:

Whether, after consideration of the policy letter entitled 'Government Work Plan 2026-2029' dated 16<sup>th</sup> December 2025, they are of the opinion:

1. To agree the three government *areas of focus* – Foundations for our Future, Sustainable Wellbeing, and Island Resilience – and their associated work plans for this political term (illustrated in Appendix I) and direct the Committees of the States to prioritise their resources accordingly.
2. To agree to classify the following workstreams as *super priorities* for the duration of this political term to deliver sustainable economic growth, and direct the Committees of the States to treat their work contributing to these workstreams as their highest priority:
  - Decide and deliver tax reform,
  - Clear and commence site development at Leale's Yard,
  - Agree and advance a sustainable health and care system,
  - Shape and strengthen the focus on early years and families, and
  - Determine and design future harbour requirements.
3. To direct the Policy & Resources Committee and each Principal Committee to publish a Committee Work Plan for the term (as set out in section 7).
4. To direct the States' Assembly & Constitution Committee to review the Rules of Procedure of the States of Deliberation and their Committees (in line with section 5) and to return to the States with proposals for updated Rules of Procedure that a) do not require the Government Work Plan to be debated at an annual Special Meeting; and b) do not set out specific reporting requirements for policy planning.
5. To direct the Policy & Resources Committee to submit to the States this term a mid-term report and an end-of-term report on the progress of the Government Work Plan.

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

**POLICY & RESOURCES COMMITTEE**

**GOVERNMENT WORK PLAN 2026-2029**

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

16<sup>th</sup> December 2025

Dear Sir

**1 Executive Summary**

- 1.1. Islanders are facing a combination of pressures that affect daily life and threaten the Island's long-term stability and prosperity. Limited housing options, ageing infrastructure, geopolitical disruption, and rising demand for health and care services are creating economic, environmental and social strain. Responding to these pressures requires government action to protect Guernsey's economy, strengthen community wellbeing, and secure the Island's future success.
- 1.2. The 2026–2029 Government Work Plan ("GWP") outlines the States of Guernsey's priority workstreams for this political term. Developed under the leadership of the Policy & Resources Committee ("the Committee"), with input from across States Committees, the proposed GWP described in this policy letter coordinates activity to focus resources on the Island's greatest challenges, both now and those in the future.
- 1.3. The Committee's proposals are an evolution of the previous term's GWP. The workstreams included in the plan are structured into **three areas of focus** (section 3) – an evolution of the strategic portfolios in place since 2023. These areas are *Foundations for Our Future*, *Island Resilience*, and *Sustainable Wellbeing*. They comprise key objectives and outcomes for the community, alongside major policy, strategy, and cross-committee workstreams that will make the greatest contribution to these objectives.
  - **Foundations for Our Future** concentrates on the essential enablers of the Island's long-term prosperity – the economy, housing, infrastructure, and support for children and families. By directing effort and investment into these fundamental areas, the Committee aims to ensure Guernsey remains an attractive place to live and work for generations to come.

- **Island Resilience** is focused on steadying today and ensuring Guernsey can navigate future disruption and change. Its scope includes stabilising public finances, ensuring residents are safe and have their essential needs met, maintaining Guernsey's international standing, and enhancing government's digital ability to respond effectively to change.
- **Sustainable Wellbeing** centres on embedding policies that promote health and wellbeing throughout life, and transforming Guernsey's health and social care system to meet rapidly growing needs in a sustainable way.

1.4. As a government, the States have extensive service delivery and policy responsibilities, so the areas of focus have a broad scope and encompass a range of workstreams. This breadth, however, does not provide focus. To improve resource allocation and strengthen clarity, and in order that this States can more readily be held accountable, the Committee has identified five workstreams it recommends as ***super priorities*** (section 4):

- **Decide and Deliver Tax Reform:** Guernsey has operated with a structural deficit for several years, with expenditure outpacing revenues and reserves being used to bridge the gap. This is unsustainable, particularly with increasing demands on pensions, health, children and long-term care, alongside the need to invest in critical infrastructure and housing. This super priority commits the States to making a definitive decision on tax reform and implementing agreed changes to taxation and social security during this term. Achieving this will support those most in need given sustained cost of living pressures, while providing fiscal stability and the funding required to progress other important workstreams and protect essential services.
- **Clear and Commence Site Development at Leale's Yard:** In August 2025, the States purchased Leale's Yard, a key development site in St Sampson's with significant wider regeneration potential. This super priority initiates the transformation of Leale's Yard into a vibrant mixed-use development delivering housing, commercial space, and infrastructure improvements in the north of the Island. During this term, the goal is to demolish and clear the site, develop a detailed plan, establish enabling infrastructure (such as new road layouts, active travel routes, and flood attenuation systems), and commence housing construction. While full development will take time, significant visible progress will be achieved this term.
- **Agree and Advance a Sustainable Health and Care System:** With the proportion of older people increasing, health and care services risk becoming overburdened and financially unsustainable. This super priority commits to defining and beginning implementation of a new model for health and care provision, and exploring funding options. Advancing this workstream will ensure islanders can continue to access the care they need as demand grows, as well as helping to ensure that funding is still available for other essential services.

- **Shape and Strengthen Focus on Early Years and Families:** Supporting children and families today underpins Guernsey's future social and economic wellbeing. By 2029, the States will deliver a coordinated, cross-committee Early Years and Families Framework, setting out long-term goals and immediate actions to improve outcomes for children and support parents. This work will benefit children directly through health and education support, while also strengthening economic resilience by enabling greater workforce participation, cultivating a skilled next generation, and ensuring Guernsey can retain and attract young families. It will be a practical framework that this States will start to deliver, and which will have to be sustained into future political terms.
- **Determine and Design Future Harbour Requirements:** Guernsey's main harbours – St Peter Port and St Sampson's – are vital infrastructure for commerce, essential supplies, travel, and leisure. However, they face significant challenges: ageing facilities, capacity constraints, tidal limitations, and vulnerabilities to climate change and rising sea levels. This super priority commits the States to settling a long-term solution for harbour infrastructure during this term. That means reaching a decision on harbour requirements and completing detailed designs and feasibility work for the chosen option. Treating this as a super priority ensures that this complex, once-in-a-generation decision receives the momentum and strategic attention it requires. Advancing the workstream will also start to safeguard the key services the harbours provide over the long term.

- 1.5. Each of these five super priorities is an important, actionable project that the Assembly can significantly advance or complete within its term. They are not abstract goals but concrete commitments against which progress can be measured. Furthermore, the super priorities are interlinked with the broader areas of focus, acting as keystones holding together the wider GWP. They also serve as a communication tool, enabling the community to hold government accountable for progress on the issues that matter most.
- 1.6. The Committee has shared that delivering major projects in the States – particularly IT initiatives – has faced significant challenges. Experience with the original MyGov programme for digital government and the Revenue Service Transformation has underscored the need to understand how and why such projects fail. Going forward, States workstreams must not only leverage digital tools but also be planned, governed, and executed with rigour but without layers of governance that stymie effective and expeditious delivery. To this end, the Chief Executive & Head of the Public Service is leading a comprehensive review of both programmes to identify shortcomings and ensure future initiatives are delivered effectively. The delivery of GWP workstreams, although primarily policy-based, will benefit from the lessons learned.
- 1.7. As a medium-term plan, the GWP – including its areas of focus and their super priorities – is intended to apply for the remainder of the States' term. With this in mind, the Committee proposes that the requirement to debate the GWP annually at

a Special Meeting be removed from the Rules of Procedure of the States of Deliberation and their Committees<sup>1</sup>. Instead, the GWP would be debated at the start of the term, and subsequently through mid-term and end-of-term reports. This process will be more efficient and will provide greater clarity and assurance to both the public and the organisation regarding what is included in the current plan and the aims of the States. The Committee proposes that the States' Assembly & Constitution Committee return to the States with updated Rules of Procedure for the Assembly to agree.

- 1.8. Committee Work Plans, however, are intended to be more flexible. Previously, they were published as part of the GWP; however, it is now proposed that they be published separately. These plans will set out how each Committee's work contributes to the GWP, as well as highlight other important Committee projects or issues, including work that falls entirely within the Committee's own remit and lies outside the scope of the GWP.
- 1.9. By endorsing the 2026–2029 GWP, the States will affirm a collective intent: to ensure that Guernsey's resources are directed toward the most critical workstreams; to strengthen island resilience; to enhance the economic and social foundations that underpin the community; and to invest in the long-term wellbeing of residents.

## **2 Purpose of the 2026-2029 Government Work Plan**

- 2.1 The Committee is mandated to lead on and develop the States' approach to policy planning, reporting, and monitoring. In the last term, this responsibility was fulfilled through the introduction and development of the GWP model<sup>2</sup>.
- 2.2 The GWP applied a 'whole of government approach' to the prioritisation of States' objectives – identifying the highest priority activities across the organisation and aligning them with financial and human resources. By prioritising across Committee mandates, the 2021-2025 GWP aimed to maximise the effectiveness of the States and ensure resources were focused on the major issues affecting the Island.
- 2.3 Over the course of the term, the GWP structure evolved. The plan was initially focused on supporting recovery in the aftermath of the pandemic and managing the impact of Brexit. By the end of the term, however, the projects in the GWP were organised into three strategic portfolios: public service resilience, security and governance; housing, infrastructure, and the economy; and sustainable health and care services.
- 2.4 The three portfolios were designed to be multi-term and included a range of significant long-term workstreams, such as the Supported Living & Ageing Well Strategy ("SLAWS"), the pathway to net zero, and the Guernsey Housing Plan. Recognising the need for continuity, at the end of the term, the former Assembly agreed to "direct the Policy & Resources Committee to return the Government Work Plan to the successor Assembly as soon as practicable further to working with the

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<sup>1</sup> [Green Book & Purple Book | Guernsey Parliament](#)

<sup>2</sup> All the GWP reports can be found at [gov.gg/GWP](http://gov.gg/GWP). The latest update on the GWP was provided in the '[Monitoring Report and End of Term Committee Reports](#)' policy letter.

Principal Committees to update the strategic portfolios with the work to progress the wellbeing of islanders and the economy that must be delivered in the next political term by States Committees.”<sup>3</sup>.

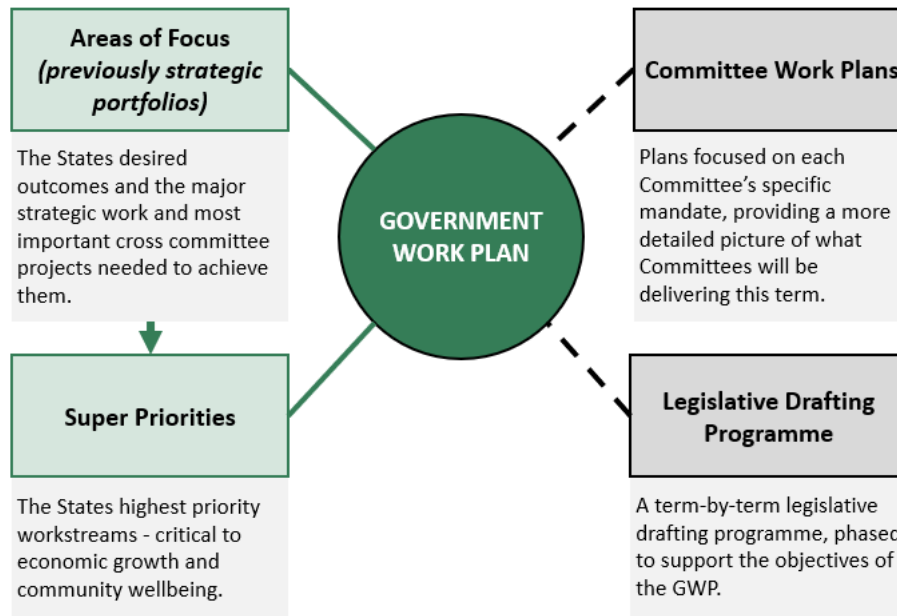
- 2.5 The incumbent Committee has followed this recommendation and, over the last few months, has liaised with Principal Committees, the Development & Planning Authority, the States’ Trading Supervisory Board, and the States’ Assembly & Constitution Committee to identify the updates needed to the GWP.
- 2.6 Information provided by each Committee has been used to populate work plans for three *areas of focus* (an evolution of the strategic portfolios in last term’s GWP). The areas of focus identified for this term are Foundations for Our Future, Island Resilience, and Sustainable Wellbeing.
- 2.7 Each area of focus is intended to help address critical, long-term challenges facing Guernsey – from the current housing pressures to climate change. The work plans describe the major strategy and policy work and cross-committee initiatives which will contribute to meeting these challenges (Appendix 1). Taking these work plans forward this term will make a direct impact on people’s lives now and help ensure that Island thrives in the future.
- 2.8 Whilst the Committee intends the 2026–2029 GWP to be a continuation of last term’s plan, it has reflected on some of the main lessons learned last term and introduced a new component to the GWP, *super priorities* (see section 4). A criticism of the GWP last term was that it listed so many workstreams that there was no clarity on the most pressing commitments. Whilst the States’ responsibilities and operations are wide ranging and visibility of the major work across the organisation is important (as is provided by the areas of focus), this visibility needs to be balanced against core, tangible objectives that provide overall focus and direction.
- 2.9 To improve the GWP’s usability and transparency, therefore, the Committee has included five super priorities for this term. The proposed super priorities are building blocks for the Island’s economy and community and will have a significant impact on the Island. The super priorities are also interlinked with the broader areas of focus, acting as keystones holding together the wider GWP. Their inclusion in the GWP structure will provide greater organisational focus and will support the public to hold this assembly to account.
- 2.10 The proposed super priorities are to:
- Decide and deliver tax reform,
  - Clear and commence site development at Leale’s Yard,
  - Agree and advance a sustainable health and care system,
  - Shape and strengthen the focus on early years and families, and
  - Determine and design future harbour requirements.

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<sup>3</sup> Resolutions - Government Work Plan Monitoring Report and End of Term Committee Reports, Billet d’État IX, 2025

- 2.11 The updated GWP model is summarised in Figure 2.1. This policy letter seeks States endorsement for the GWP, the areas of focus and their associated work plans, and the super priorities which have been drawn out of these plans. These will be used to guide the organisation’s work this term and help inform the Legislative Drafting Programme and the Committee Work Plans developed by each Principal Committee.

**Figure 2.1: Components of the GWP**



- 2.12 The Committee expects to bring the Legislative Drafting Programme to the States within the first half of 2026.
- 2.13 The GWP does not include the States’ Funding & Investment Plan (“F&IP”) or the Major Projects Portfolio. These are important planning tools in their own right and will be brought to the States for debate in the first half of 2026, led by decisions on the GWP. Whilst there is an argument that the GWP should be informed by the States’ funding decisions, it is important for funding options to be considered in the context of the work which the States believe should be delivered this term. As such, the GWP has been prioritised as the first key plan which needs to be confirmed in 2026.

### 3 Areas of Focus

- 3.1 The areas of focus set out the major strategy, policy, and cross-committee work that the States intend to concentrate on during this term. Not all of the work undertaken by States Committees will be included in the work plans for these areas of focus: Committees will continue to deliver projects within their own remit. However, Committee resources will need to be managed to ensure that GWP workstreams are prioritised.

3.2 These three areas of focus are<sup>4</sup>:

- **Foundations for Our Future**
- **Island Resilience**
- **Sustainable Wellbeing**

3.3 The three areas of focus for the 2026-2029 GWP provide continuity to the strategic portfolios included in the last term's plan.

3.4 By grouping the States' major strategic workstreams and the most important cross-committee projects into areas of focus for this term, the organisation can better ensure that resources are aligned with long-term goals and progress can be measured more transparently. This structure also makes it simpler for the public to recognise high profile government activity and understand its relevance.

3.5 The areas of focus also support collaboration across Committee mandates. Many of Guernsey's challenges – such as housing affordability, healthcare sustainability, and economic resilience – cut across multiple areas of responsibility. Areas of focus help to break down silos by requiring Committees to work together on shared objectives. This reduces duplication of effort and ensures that policies are consistent and mutually reinforcing.

3.6 Each area of focus is linked to addressing key challenges and opportunities for the Island. This section provides an overview of the context and objectives for each area of focus, whilst the full work plans are included in **Appendix 1** (where the specific workstreams identified for each area of focus are presented).

### **Foundations for Our Future**

3.7 **Objective:** To invest in Guernsey's foundations – developing housing, resilient infrastructure, a dynamic economy and the wellbeing and potential of children and families.

**Figure 3.1: Key Outcomes**



<sup>4</sup> The three areas of focus include objectives and workstreams from last term's strategic portfolios. Foundations for Our Future aligns to the housing, infrastructure, and economy portfolio, Island Resilience includes work from the public service resilience, security, and governance portfolio, and Sustainable Wellbeing is connected to the sustainable health and care services portfolio.

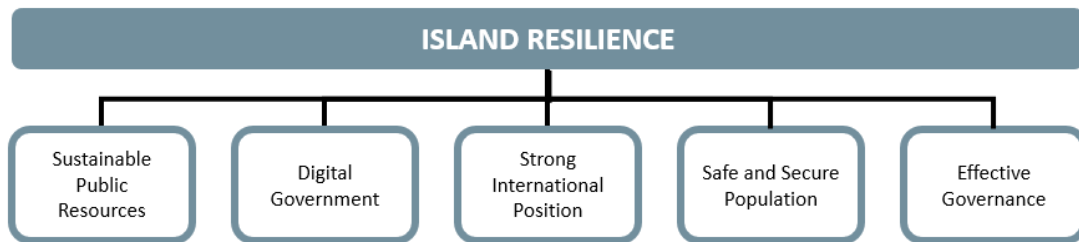


- 3.8. Guernsey's long-term prosperity depends on strong foundations. Without essential social and economic enablers, the Island risks stagnation, losing its appeal as a place to live and work, and facing the departure of businesses and younger generations. The foundations of the Island's economy and community are threatened by ongoing issues, including housing shortages, ageing national infrastructure, global competition, rapidly advancing technology, and climate change. Addressing these challenges and safeguarding core Island needs requires urgent, coordinated investment.
- 3.9. Housing is one of the most pressing priorities. The shortage of affordable, secure, and appropriate homes undermines social cohesion, widens inequality, and restricts economic growth. Ageing infrastructure adds further vulnerability. Many of Guernsey's public assets – such as its harbours and its flood defences – are outdated and misaligned with current needs. Renewal is essential but costly, requiring strategic investment and planning to ensure sustainability and reduce risk.
- 3.10. The impacts of climate change compound these challenges by threatening the Island's environment, infrastructure, and community wellbeing. Rising temperatures, more frequent droughts and floods, and sea level rise will place sustained pressure on housing, transport, and critical infrastructure.
- 3.11. Technology and global competition add further pressures. Advances such as artificial intelligence demand investment in digital capacity and workforce skills to sustain productivity and inclusivity. Meanwhile, Guernsey's financial services sector faces increasing global competition, requiring a responsive regulatory environment and targeted government support to protect key industries, while also seeking opportunities to diversify the economy.
- 3.12. Finally, Guernsey must invest in its people, particularly younger generations. By strengthening support for children and families, the Island can help children to reach their potential, retain talent and ensure future generations are equipped to contribute positively to society.
- 3.13. Within the *Foundations for Our Future* area of focus, future harbour infrastructure, Leale's Yard, and support for early years and families have been identified as super priorities. These are key enablers for a sustainable economy, as well as supporting the Island's society and protecting its people.

### **Island Resilience**

- 3.14. **Objective:** To ensure that the Island has the resources, flexibility and international standing to thrive in the face of economic, environmental, and social challenges.

**Figure 3.2: Key Outcomes**



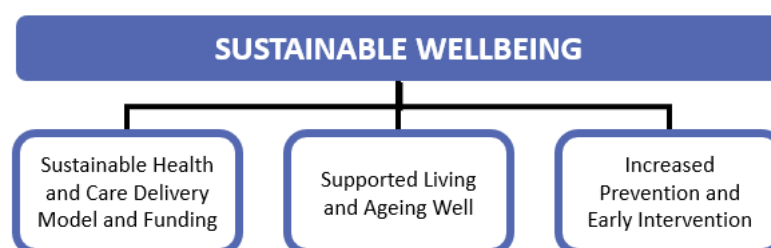
- 3.15. Island resilience is increasingly vital for Guernsey as it confronts demographic, economic, environmental, and technological pressures. An ageing population is reshaping the Island’s social and financial landscape, placing greater demands on working-age residents. At the same time, rising needs for pensions, healthcare, and social care are straining public finances. This demographic shift also intensifies competition for skilled workers, making careful management of public sector employment essential to avoid destabilising the wider economy.
- 3.16. Geopolitical disruption further underscores the importance of resilience. As a small, globally connected jurisdiction, Guernsey is highly exposed to international regulatory changes, sanctions, and shifts in investor sentiment. Its reliance on global trade and migration leaves it vulnerable to supply chain disruptions and workforce shortages. These external shocks highlight the need to secure strong international relationships and maintain flexibility in the face of global instability.
- 3.17. To meet these challenges, Guernsey must strengthen the stability of its public finances, rebuild reserves, and ensure essential services continue to be accessible. Building resilience also requires investment in secure, high-quality digital government, maintaining a strong international position, and safeguarding the population’s wellbeing. Effective governance – marked by transparency, accountability, and efficient decision-making – will enable the Island to adapt quickly to disruption. Together, these measures form the foundation of a resilient community capable of navigating uncertainty while protecting its people and economy.
- 3.18. Digital transformation remains a key priority. Technology has a crucial role to play in facilitating how services are coordinated and delivered, making them more accessible, efficient and responsive. Steps have been taken to strengthen the structure and operating model through the recent transition to a multi-vendor model. This should provide the capacity and skillset to best support the future evolution of services as well as the oversight needed to improve and invest in the States’ digital and technical infrastructure.
- 3.19. However, experience with the original MyGov programme for digital government and the Revenue Service Transformation has highlighted the need for a more disciplined approach. Future projects must not only leverage digital tools but also be planned, governed, and executed with rigour. To address this, the Chief Executive & Head of the Public Service is leading a comprehensive review of both programmes to identify what went wrong and ensure future initiatives are delivered effectively.

- 3.20. Within the *Island Resilience* area of focus, the Committee has identified tax reform as a super priority. Without addressing long-term fiscal stability, the States will not be able to progress other important workstreams and maintain essential services.

### **Sustainable Wellbeing**

- 3.21. **Objective:** To secure islanders' access to sustainable and integrated health and care services that focus on their needs now and in decades to come, whilst helping to mitigate future pressure on the health and care system by improving overall wellbeing.

**Figure 3.3: Key Outcomes**



- 3.22. Guernsey faces significant demographic change, with the proportion of older people in its population increasing rapidly. Without a sustainable approach, the health and care system will fail to meet demand, leaving older residents vulnerable and straining limited resources. This makes investment in sustainable wellbeing an urgent priority.
- 3.23. Recruitment challenges compound the issue, as attracting and retaining healthcare professionals is increasingly difficult. Reliance on costly agency staff is unsustainable, so the Island must focus on building a resilient workforce. Training local talent, supporting existing staff, and using technology to ease workloads will help create a stable, cost-effective health and care system capable of meeting future needs.
- 3.24. Rising medical costs add further pressure. While advances in treatments improve outcomes, they also drive expenses beyond general economic growth. Islanders expect modern healthcare, but this may become unaffordable without reform. Prevention, early intervention, and community-based care can reduce the burden of acute treatments, helping balance costs while maintaining good standards of care.
- 3.25. Wellbeing also depends on wider social and environmental factors such as housing, education, employment, income, and the natural environment. A holistic approach that improves living conditions, supports lifelong learning, fosters secure work, and protects the environment will enable islanders to thrive physically, mentally, and socially.
- 3.26. Within the *Sustainable Wellbeing* area of focus, the Committee has identified agreeing a sustainable health and care system as a super priority. The system needs to be agreed this term so that changes can be implemented as soon as possible, and benefits start to be realised.

## 4. Super Priorities

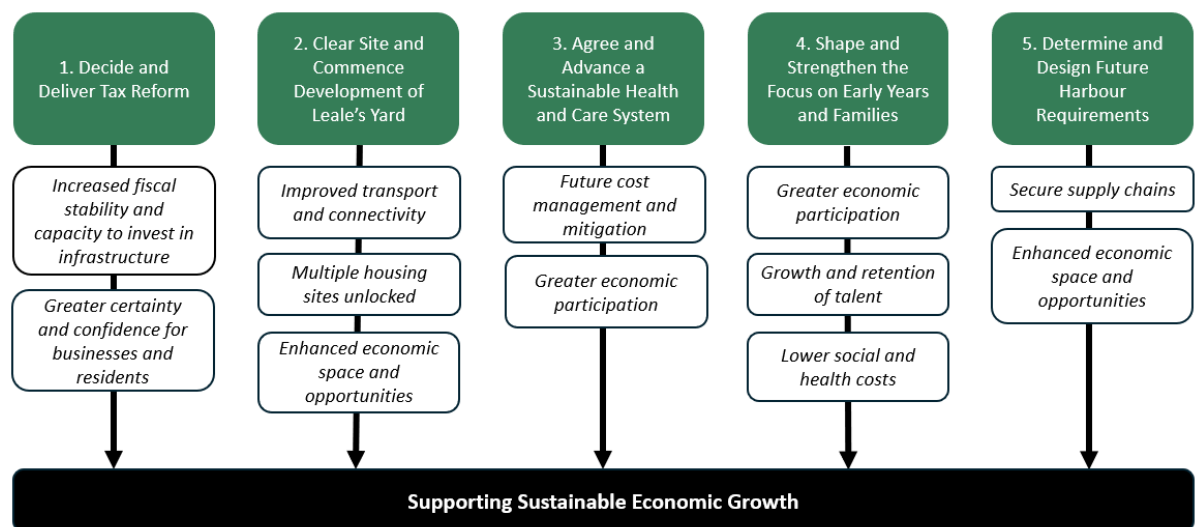
4.1. Through its engagement with other States Committees and its review of ongoing workstreams, the Committee has identified and scoped five priorities that are vital to the Island's future and are expected to deliver meaningful results this term. It is proposed that these workstreams are treated as the States' *super priorities* for 2026-2029.

4.2. The proposed super priorities are to:

- Decide and deliver tax reform,
- Clear and commence site development at Leale's Yard,
- Agree and advance a sustainable health and care system,
- Shape and strengthen the focus on early years and families, and
- Determine and design future harbours requirements.

4.3. Each super priority is a building block for the Island's economy, community, environment and future prosperity. For example, as illustrated in figure 4.1, the super priorities are expected to deliver outcomes which will support sustainable economic growth in Guernsey. The super priorities are also interlinked with the broader areas of focus, acting as keystones helping to hold together the wider GWP.

**Figure 4.1: Key Economic Outcomes**



4.4. This section describes each of the proposed super priorities, including the challenges they will address and their anticipated position at the end of term.

### Decide and Deliver Tax Reform

4.5. This term, we will:

- i. Make a final decision on Guernsey's future tax regime.
- ii. Implement the agreed reforms to tax and social security.

### Why is tax reform a super priority?

- 4.6. Maintaining robust public finances is key to Guernsey's future security, community wellbeing, and global competitiveness. Yet, for several years, the States have operated with a structural imbalance, spending more on services and government than they receive in revenues. To continue to deliver public services, the States have relied on historical reserves to cover the shortfall between income and expenditure – a temporary solution that is not sustainable.
- 4.7. Looking ahead, the financial pressures facing the States will only intensify. Demographic shifts and decades of underinvestment in infrastructure are worsening our financial challenges. In particular, there are a greater number of people retiring from the island's workforce than there are younger people to replace them; a rising demand for services – notably in health, care and pensions; and an urgent need to invest in critical national infrastructure. With ongoing financial uncertainty, the States will be prevented from delivering wider ambitions for the community; local business and investment confidence will be undermined; and essential services will be at risk.
- 4.8. The previous Assembly acknowledged the unsustainable nature of the current fiscal position and committed to addressing the structural deficit. The States initiated preparatory work for a package of tax, social security and benefits changes aimed at supporting the less well off, while generating a net increase in tax revenue of approximately £50 million and widening the tax base (by including visitors, for example). However, a final decision on implementing the package, and on pursuing alternative or additional tax measures, will need to be made this term.

### Where are we now?

- 4.9. Preparatory work for the proposed tax reform package has been ongoing since its approval by the States in November 2024<sup>5</sup>. The package includes the restructure of social security contributions including the introduction of a personal allowance; the addition of a 15% lower income tax band on income up to approximately £32,400; a small increase in the personal tax allowance; and the introduction of a consumption tax with anticipated increases to pensions and benefits to reflect the change in prices. A policy letter on whether or not the consumption tax will be applied to food will be brought to the States in the first quarter of 2026.
- 4.10. To ensure a comprehensive evaluation of all fiscal options, the Policy & Resources Committee has also established a Tax Review Sub-Committee<sup>6</sup>. This group is tasked with exploring alternative or additional reforms, and its work primarily focusses on potential changes to corporate taxation.
- 4.11. The findings of the Sub-Committee, alongside the package agreed last term, will be presented to the States' Assembly in the second quarter of 2026. The earliest possible implementation date for the tax reform package agreed by the States is early 2028.

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<sup>5</sup> States of Guernsey Annual Budget for 2025, Billet d'État XIX, 2024

<sup>6</sup> Tax Review Sub-committee - States of Guernsey

4.12. Where will we be at the end of term?

- 4.13. By the end of the term, the States must have agreed and implemented reforms to Guernsey's tax and social security systems (as far as possible depending on the chosen options). The reforms agreed by the States need to be sufficient to improve our position and end the ongoing uncertainty over the Island's tax regime, providing long-term financial stability.
- 4.14. The chosen tax strategy will need to balance the budget, support ongoing investment in the island's infrastructure and start rebuilding its financial reserves. If this can be achieved, by the end of term, the States will be in a better long-term position.

How does tax reform link to the wider GWP?

- 4.15. While tax reform's impact will be significant, it will need to be accompanied by wider changes if the financial pressures on the States are to be fully addressed. The GWP's areas of focus include work to protect and grow Guernsey's economy, mitigate increasing health and care costs, and to plan for and invest in Guernsey's national infrastructure.
- 4.16. As part of the 2026 Budget<sup>7</sup>, the Policy & Resources Committee set out its commitment to improving efficiency across government operations. This will be delivered through a structured programme of work led by the Chief Executive & Head of the Public Service.
- 4.17. Working closely with colleagues across the public service, the Chief Executive & Head of the Public Service will ensure that all services are regularly reviewed and challenged to confirm they remain essential and are delivered in the most cost-effective and sustainable way. This approach is about protecting public resources while continuing to provide high-quality services for our community.
- 4.18. Work is already underway starting with an initial focus on consultancy expenditure. This first phase will look at ways to reduce reliance on external consultants, build internal capability, and ensure that any consultancy work provides clear value for money. Further phases will broaden the scope to other areas of operational spending, with regular updates provided to demonstrate progress and outcomes.

**Clear and Commence Site Development at Leale's Yard**

- 4.19. This term, we will:
- i. Clear the Leale's Yard site and establish enabling infrastructure (including new roads, improved transport provision and flood attenuation)<sup>8</sup>.
  - ii. Agree and gain permission for a site plan which will deliver against the Island's housing needs and new public spaces.

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<sup>7</sup> Budget 2026 - States of Guernsey

<sup>8</sup> A process by which the peak flow of a flood is reduced, typically through natural or engineered systems that temporarily store water.

- iii. Start housing development.

#### Why is Leale's Yard a super priority?

- 4.20. In August 2025, the States purchased Leale's Yard – one of Guernsey's most significant urban regeneration opportunities. Located in the heart of St Sampson's, the site has the potential to deliver infrastructure improvements, commercial space, and a substantial number of new homes. The role of Leale's Yard, however, extends beyond development within the site's immediate boundaries.
- 4.21. Accelerating the site's progress and ensuring strong connectivity with adjoining areas, as set out in the Strategic Development Framework<sup>9</sup>, will be critical to wider regeneration in the north of the Island. Much of the proposed infrastructure and investment will help enable housing and other mixed-use developments nearby, while also improving the viability of private investment in the area. Additional housing and transport infrastructure will support the renewal of The Bridge, helping to establish it as a successful, thriving local economic centre. In this way, Leale's Yard is more than just a housing development site: it is strategic investment in Guernsey's economy and community.
- 4.22. Although commercial space and housing on the Leale's Yard site are unlikely to be occupied within the next three years, the scale of potential development and its capacity to facilitate wider renewal make advancing the site a priority for this term.

#### Where are we now?

- 4.23. The purchase of the Leale's Yard site by the States was finalised at the start of this political term. Since then, a political oversight group has been established, led by the Policy & Resources Committee working alongside the Committee *for the* Environment & Infrastructure and the Committee *for* Housing in these early stages. This group will help drive forward the site's development and ensure that plans are aligned with the Island's needs.
- 4.24. The initial phase of work on Leale's Yard is focused on site demolition and clearance, alongside surveys and more detailed infrastructure planning for the development of the site and its connectivity. At the same time, options for a States-owned delivery vehicle for the site will be developed, which should open up opportunities to work with partners and accelerate progress.

#### Where will we be at the end of term?

- 4.25. The Leale's Yard site needs to be safely cleared before further development can take place, and the robust infrastructure necessary to support development and an increase in people living in the area needs to be established.

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<sup>9</sup> Strategic Delivery Framework - States of Guernsey – the Strategic Delivery Framework was developed last term and provides a coordinated, strategic guide for how the housing and regeneration areas in the Bridge Main Centre and Outer Area could be developed (including Leale's Yard), as part of a sustainable and holistic approach to the future of the wider area.

- 4.26. This term, an improved road layout, transport system, and flood attenuation systems will be delivered, and the wider site design will be approved. Before the end of term, housing development on the site will have commenced.
- 4.27. Through the work of the Committee *for* Housing, and subject to the States adopting changes to the Island Development Plan, planning for adjacent sites in the ownership of the Guernsey Housing Association will also have been facilitated.

*How does Leale's Yard link to the wider GWP?*

- 4.28. The Leale's Yard site is uniquely able to open up connectivity between sites and to the area, assist climate change adaptation, provide housing, and support the economy both directly and indirectly.
- 4.29. The development of Leale's Yard will need to progress in tandem with planning for future harbours (a super priority in its own right) and the Strategic Infrastructure Plan (identified in the Fiscal Policy Framework and the GWP) – a sustained and coordinated focus will be transformative for islanders and the economy. Work on the Leale's Yard site will also begin the vital process of protecting Guernsey's lowest-lying land.
- 4.30. Leale's Yard must be seen as part of wider efforts to improve the Island's housing market. Housing pressures were recognised in the previous political term, when the Guernsey Housing Plan<sup>10</sup> was introduced (prominent in the *Foundations for Our Future* area of focus) and the States acquired several key development sites. Over the next four years, the States must ensure they build on these foundations to expand housing stock and secure a pipeline of future homes. In addition, the Committee *for* Housing will continue working with developers to unlock private sites and maximise delivery.

**Agree and advance a Sustainable Health and Care System**

- 4.31. This term, we will:
- i. Implement the changes to the Long-Term Care Insurance Scheme agreed last term.
  - ii. Agree a model and sustainable funding for long-term care.
  - iii. Create a Guernsey Health and Care Strategic Plan – agreeing the system and funding model for health and care.

*Why is a sustainable health and care system a super priority?*

- 4.32. With the number of residents aged 65+ rising faster than younger age groups, Guernsey's population is steadily ageing. Longer lives bring opportunities for older people, their families, and the wider community, but the growing proportion of older residents also creates challenges for the delivery and funding of public services – particularly health and care.

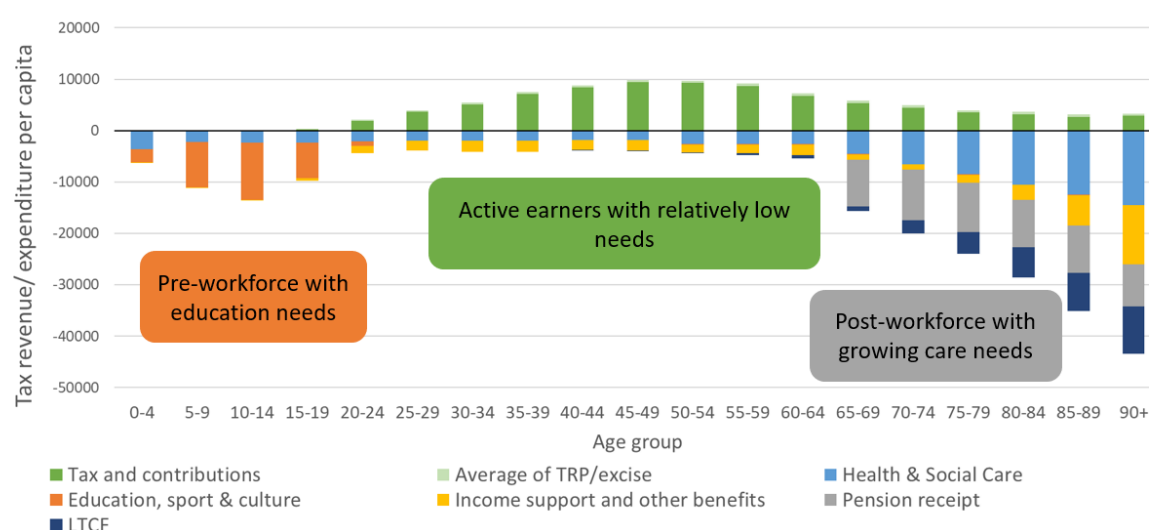
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<sup>10</sup> Guernsey Housing Plan - States of Guernsey



- 4.33. As people age, they are more likely to develop complex and chronic health conditions. Older individuals therefore require greater attention from health and care professionals, as well as increased support with daily living. Rising life expectancy in the late 20<sup>th</sup> and early 21<sup>st</sup> century has also extended the number of years during which people need care and support, further driving demand for health and care services.
- 4.34. The financial impact of increased demand is significant. Without change, the cost of health and social care could rise by at least £45 million annually by 2040, with spending on long-term care alone increasing by more than £17 million. At the same time, demographic shifts are reducing the proportion of working-age people, diminishing both the revenues available to fund services and the pool of health and care workers.
- 4.35. Figure 4.2. Illustrates the increase in health and care needs, and associated costs, in older cohorts of the population, as well as the lower tax and contributions revenue associated with persons over pension age.

**Figure 4.2: Tax Revenue/Expenditure Per Capita**



- 4.36. The States are not alone in this with many jurisdictions facing similar pressures and likewise urgently needing to introduce sustainable policies and services that can support an ageing population whilst keeping costs under control.

#### Where are we now?

- 4.37. The Committee *for* Health & Social Care is leading work on the development of a Sustainable Health and Care Delivery Model – this requires a fundamental review of the whole delivery system – and with the Committee *for* Employment & Social Security and the Policy & Resources Committee will need to explore funding options for health and care in Guernsey and Alderney.
- 4.38. Work on the model is expected to include a review of:

- the secondary healthcare contract,

- medicines management,
  - those services that might be most effectively delivered by primary care, and
  - which services may be best delivered by commissioning from the third sector.
- 4.39. From a funding perspective, the States will look at the relative contributions received directly from individual users, insurance and government – looking to achieve a more sustainable funding balance appropriate to the Island’s needs and scale.
- 4.40. Alongside proposing reforms to the health and care system, the States must continue progressing the Supported Living and Ageing Well Strategy (“SLAWS”)<sup>11</sup>. Changes are needed in how long-term care is delivered to meet increasing demand, manage costs, and take advantage of opportunities associated with home and community care. In the last term, the States agreed interim measures to help stabilise long-term care<sup>12</sup>. However, these changes will not resolve the long-term issues associated with funding the current model, nor does it consider the funding and delivery of the projected increase in demand for home care.
- 4.41. The Policy & Resources Committee, as co-ordinator of SLAWS, has been directed to work with the Committee *for* Employment & Social Security and the Committee *for* Health & Social Care to bring proposals forward this term for a new Long-Term Care Model. This model must address the long-term sustainability of funding while meeting the needs of both current and future generations.

*Where will we be at the end of term?*

- 4.42. Before the end of term, the States will be asked to agree a bespoke programme of health and care suitable in scale and size for the Island. The changes to the Long-Term Care Insurance Scheme agreed last term will have been implemented, and the States will have agreed a new Long-Term Care Model.
- 4.43. The suitability of any proposals to the States on this super priority will need to be assessed in line with the agreed SLAWS and Partnership of Purpose<sup>13</sup> goals. The overarching outcomes to be achieved include:
- user-centred care,
  - living independently, healthy and safely as long as possible,
  - financial sustainability of the system,
  - improved intergenerational fairness, and

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<sup>11</sup> The Policy & Resources Committee published a SLAWS findings report in November 2024: Working towards a new model for community long-term care.

<sup>12</sup> The Need to Stabilise the Private Care Home Market | Guernsey Parliament – It was agreed to increase the standard rates payable under the Long-term Care Insurance Scheme to equal the true cost of care provision, increase the rate of the co-payment, which is paid by the person receiving care, from £342.02 per week to £514.00 per week (2025 terms) over a five-year phasing-in period, to better reflect true accommodation and living costs, and set the future uprating policy for long-term care benefit at Guernsey RPIX +1%, subject to periodic review. It was agreed to fund these changes through the introduction of a user care cost contribution, where a person in need of long-term bed-based care will be required to pay up to £10,000 towards the cost of their care, subject to a financial assessment, before being eligible to receive long-term care benefit, and a change in the residency condition for the Scheme from five-years continuous residency to 20-years aggregate residency since 2003.

<sup>13</sup> Partnership of Purpose

- affordable, quality care now and in the future.

4.44. Financial modelling will be used to help understand whether any proposals will achieve the financial sustainability goals critical to long-term service delivery.

*How does a sustainable health and care system link to the wider GWP?*

- 4.45. The workstreams within the Sustainable Wellbeing area of focus are designed to complement the development of a sustainable health and care system. Prevention and early intervention initiatives, for example, will be essential to help mitigate rising costs in health and care services by supporting the population to make healthier choices and extend their time in good health. At the same time, supporting older members of our community to have active, healthy and happy lives, free from loneliness, will prolong active and independent living and reduce the burden for support placed upon the States.
- 4.46. The Health and Care Regulation workstream is also included in the Sustainable Wellbeing area of focus. The workstream will be a key enabler for the future health and care system and will initially concentrate on regulatory requirements in the care sector. In alignment with the SLAWS programme, this will ensure that vulnerable adults requiring long-term care are offered properly regulated services.
- 4.47. A sustainable health and care system will also depend on the digital transformation, and enabling measures and legislation anticipated in the Island Resilience area of focus, as well as effective population management, recruitment, pay, relocation allowances, and housing for States Workers – all of which directly affect our ability to attract health and care staff to the Bailiwick.

**Shape and Strengthen the Focus on Early Years and Families**

- 4.48. This term, we will:
- Agree an overarching, cross-Committee framework to guide government investment in early years and family support services.
  - Implement priority actions and build momentum for long-term change.

*Why is investing in early years and families a super priority?*

- 4.49. A sustainable society and a resilient economy require long-term investment in future generations. Guernsey, however, faces declining birth rates and is vulnerable to increasing rates of outward migration among young people. To secure the island's future, the States must focus on creating an environment where families choose to build their lives, where raising children is supported, and where every child is afforded the strongest start in life that the community can sustain.
- 4.50. The earliest years of childhood, in particular the first 1,001 days, are critical to lifelong development. During this period, rapid brain growth shapes the capacity to learn, communicate, and form relationships. If children in the Island are to thrive from a young age, the States will need to prioritise high-quality early education,

comprehensive family support, and accessible and thorough health provision throughout pregnancy and a child's early years. These measures not only support children's physical and mental health and prepare them for school but also reduce inequalities, ensuring that all children, regardless of background, have equitable opportunities to thrive.

- 4.51. Investment in children and families also strengthens the wider community and economy. When parents are supported through effective policies and services, they are better able to participate in the workforce, contributing to economic stability and social wellbeing. By investing in children and families, the States can help foster a society that is inclusive, and economically resilient, thereby supporting prosperity for generations to come.

*Where are we now?*

- 4.52. While the Policy & Resources Committee is responsible for developing and promoting the States' overall policy objectives and leading the processes, it does so by promoting and facilitating cross-committee policy development. Support and services for early years and families are spread across the States' Committees; from core health and education services provided by the Committee *for* Health & Care and Committee *for* Education, Sport & Culture, to family benefits and legislative provisions managed by the Committee *for* Employment & Social Security; support for the child-care sector from the Committee *for* Economic Development; and kept safe and secure by the Committee *for* Home Affairs.
- 4.53. Efforts to improve outcomes for children and families need to be coordinated. A joined-up approach will ensure that the States invest in the right changes and improvements and will ensure that the impact of any decisions can be amplified. To achieve this and provide focus and momentum to service improvements, the Policy & Resources Committee has identified the development of an Early Years and Family Framework as a key workstream this term. The framework will be built on data and insights into the needs of children and families, including the information gathered as part of the Participation in Work Findings Report<sup>14</sup> published last term, and will bring together ongoing work, including the work with Bright Beginnings and other charities on the provision of children's services and the 1,001 Critical Days Agenda, and from the Children and Young People's Plan<sup>15</sup>.

- 4.54. Work is ongoing to set out the terms of reference and political oversight for the framework and to identify the areas of initial focus.

*Where will we be at the end of term?*

- 4.55. By the end of term, the States will have a better understanding of the needs of children and families in the Island and will have an agreed framework to facilitate services designed and available to meet these needs – driving better outcomes for

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<sup>14</sup> February 2025 - Participation in Work Findings Report

<sup>15</sup> CYPP - The Children and Young People's Plan.

children, providing a family friendly community and proving the foundation for a resilient workforce.

- 4.56. Areas which will be considered by the framework include defining the States' goals for a family-friendly community, access to early years physical and mental health and care services, the funding and quality of childcare and early education, identifying and managing gaps, risks in services for vulnerable children, support services and policies for families in Guernsey, working towards the integration of cross-Committee services, preventative approaches to care and support, and ensuring that our legislation is modern and fit for purpose.
- 4.57. The resulting framework will span multiple terms, however, will include an implementation plan to drive key improvements to strengthen support for working parents and their children to commence this term.

*How does strengthening the focus on early years and families and link to the wider GWP?*

- 4.58. Across the three areas of focus, the GWP incorporates work which will serve to support children and families in the Island. The most closely linked areas of work fall within the *Sustainable Wellbeing* area of focus and the 'a place to grow and succeed' and 'empowered economy' themes in *Foundations for Our Future*.
- 4.59. For example, the workstream on productivity and participation in work will need to be informed by and align with the Early Years and Family Framework and its implementation plan. Primary Education Transformation and the review of population policy will also need to consider the direction set by the framework, as well as benefiting from the data which will be collected as part of its development.

Workstreams driven by the framework will make an important contribution to addressing the wider determinants of health and help to ensure that Guernsey's economy and community can thrive now and in the future.

**Determine and Design Future Harbour Requirements**

- 4.60. This term, we will:
- i. Agree future operational harbour and commercial port requirements and infrastructure (including a decision on the Pool Marina).
  - ii. Complete the detailed design works on the States' agreed option.

*Why is our future harbour infrastructure a super priority?*

- 4.61. Guernsey's harbours are a critical part of the island's infrastructure. Together, the two main ports – St Peter Port Harbour and St Sampson's Harbour – provide many essential services. They handle lifeline freight and essential imports and exports, and support wider connectivity and passenger travel. However, their value extends beyond the purely functional requirements of the ports. They are the focus of the island's two main centres and offer valuable economic space and the potential to

secure significant inward investment which will enhance and promote wider social, economic and environmental objectives. They also support leisure, recreational, and cultural opportunities – delivering significant social benefits for the island’s community and visitors.

- 4.62. The operation of both ports to modern and safe standards, however, is being impacted by ageing infrastructure and historical underinvestment. Each harbour also has location and infrastructure issues which are increasingly affecting not only port operations but also limiting the maximisation of economic opportunities.
- 4.63. St Sampson’s Harbour, which primarily handles bulk cargoes including importing liquid fuels, aggregates, cement, and other construction materials, and exporting scrap and waste, is limited by its proximity to a residential area, its tidal flows and navigational challenges. The main risk associated with the existing operation of the harbour arises from handling flammable cargoes near businesses and homes. This challenge is complicated by the harbour “drying out” at low tide, which would prevent a vessel involved in an incident from being towed away to reduce the impact of a fire or explosion. Tidal restrictions, and navigational difficulties further complicate operations – freight vessels, for example, are limited by size, so can only access the port at certain states of tide with the aid of a pilot and must be designed to safely rest on the seabed. There are very few operators of this vessel type worldwide which reduces the resilience of the island.
- 4.64. In St Peter Port, the key issues for the harbour’s sustainability stem from conflicts between commercial port operations and other business and leisure users. Pressures around security, safety, and efficiency exist both on land and at sea, and are intensified by the current layout and competing demands for limited space. These pressures affect not only port operations but also surrounding areas. For example, commercial traffic adds to congestion along the seafront, while encroachment into the North Beach car park has increasingly diverted public parking for harbour use. This space conflict limits opportunities to improve existing or provide new economic activities.
- 4.65. Studies have also indicated that the resilience of both of the harbours could be severely negatively impacted through coastal flooding in the medium to long-term<sup>16</sup>. The potential impact of flood risk further strengthens the need to prepare and agree a long-term approach to the provision of infrastructure for Guernsey’s future operational harbour and commercial port requirements.
- 4.66. To resolve the growing pressures on the harbours, ensure the sustainability of critical services, and maximise economic, social and environmental opportunities, an agreed long-term approach to the provision of infrastructure for Guernsey’s future operational harbour and commercial port requirements is essential. The potential impact of flood risk further strengthens the need to prepare and agree an infrastructure approach.

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<sup>16</sup> Local Planning Brief for the St Peter Port and St Sampson Harbour Action Areas, Billet d’État VIII, 2025

### Where are we now?

- 4.67. At its meeting in March 2022<sup>17</sup>, the States instructed the Policy & Resources Committee, in consultation with the States' Trading Supervisory Board ("STSB"), to outline options for approval for Guernsey's future operational harbour and commercial port infrastructure requirements.
- 4.68. The 2023 Funding & Investment Plan<sup>18</sup> identified 'Future Harbour Requirements – Survey' as a priority workstream within the Major Projects Portfolio, allocating up to £4 million to progress surveys and complete option appraisals for the Island's harbours. Following the Major Projects Portfolio Review<sup>19</sup>, approved in February 2025, this allocation was revised to £1 million.
- 4.69. Work undertaken by the STSB during the first phase of the Future Harbour Requirements programme has provided valuable evidence on the spatial and operational needs of the harbours, alongside potential infrastructure solutions and their estimated capital costs. However, to justify any capital investment, it will also be necessary to demonstrate the wider strategic and economic benefits of each option under consideration.
- 4.70. In addition, in June 2021<sup>20</sup>, the States directed the STSB to prepare a scheme for a Pool Marina within St Peter Port harbour, including associated facilities, costings, and a delivery plan. Rather than progressing this work separately, the STSB's analysis on the Pool Marina will be used as part of the work on future harbour requirements, alongside analysis of the indirect social, economic, and environmental benefits that such a development could deliver, ensuring a more comprehensive assessment of its potential value to the Island.
- 4.71. The States have also adopted a Harbour Action Areas Local Planning Brief<sup>21</sup>, providing a specific, high-level policy framework to guide development proposals within the Harbour Action Areas, and agreed the Black Rock Land Reclamation project as the preferred way forward for the next inert waste disposal site<sup>22</sup> – decisions which provide further context for future harbour development.

### Where will we be at the end of term?

- 4.72. This term, the States will need to determine the future requirements, and to identify the likely preferred location, scale and design of any port development.
- 4.73. By the end of the term, the Policy & Resources Committee, with input from the STSB, the Committee *for the* Environment & Infrastructure and the Guernsey Development Agency ("GDA"), will have presented a detailed case for the provision of harbour

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<sup>17</sup> Establishment of a Development Agency, Billet d'État VI, 2022

<sup>18</sup> Funding and Investment Plan, Billet d'État XVII, 2023

<sup>19</sup> Major Projects Portfolio Review, Billet d'État V, 2025

<sup>20</sup> Future Harbour Development, Billet d'État XIII, 2021

<sup>21</sup> Local Planning Brief for the St Peter Port and St Sampson Harbour Action Areas, Billet d'État VIII, 2025

<sup>22</sup> Future Inert Waste Disposal and Water Resource Management Including The Future Strategic Use of Les Vardes Quarry, Billet d'État IX, 2025

infrastructure (including a decision on the Pool Marina), and have completed the detailed design work for the preferred option.

*How does a decision on our future harbour requirements link to the wider GWP?*

- 4.74. A decision on future harbour infrastructure is a dependency for a large number of GWP workstreams – from climate change mitigation and critical supply chains (in the Island Resilience area of focus) to wider east coast development, housing development in the north, sea connectivity, energy supply and the blue economy (in the Foundations for our Future area of focus).
- 4.75. In particular, the future harbour requirements workstream has implications for the extent and type of infrastructure required to support the Island’s hydrocarbon supply chain. As such, our agreed harbour requirements will need to be considered in connection with the Fuel Importation and Storage Policy in development by the Committee *for the* Environment & Infrastructure.
- 4.76. Both our fuel strategy and desired harbour infrastructure will also affect the work of the GDA. Since its formation in July 2023, the GDA has worked to understand the threats and opportunities facing Guernsey’s east coast, which has revealed significant opportunity to revitalise the Bridge area in particular and drive inward investment. In order to propose the right mix of development projects and delivery mechanisms, however, the GDA is reliant on the States to set a strategic direction for the Island’s harbours.

## **5. Future Debate**

- 5.1. The Committee has identified a number of opportunities to stream the way the Government Work Plan (GWP) is debated and reported, ensuring that discussions are both timely and efficient. To achieve this would require changes to the arrangements set out in the Rules of Procedure for the States of Deliberation and their Committees<sup>23</sup> (“the Rules of Procedure”). Specifically, the Committee considers that it would be beneficial:

- **To remove the requirement for an annual debate:** It is the Committee’s view that an annual debate, which is required under Rule 23 of the Rules of Procedure, is overly resource intensive and unnecessary for a medium term strategic plan.

The Committee intends, therefore, that instead of an annual debate, the GWP be debated at three key points in the political term: at the start of the term, through a midterm monitoring report, and as an end of term report.

- **To debate the GWP at ordinary meetings going forward:** Rules 1, 9, 23 and 30 refer to the debate of the GWP at a Special Meeting, whilst Rule 3 requires GWP propositions to be submitted at least five weeks in advance of debate. Removing the annual debate requirement, however, will lessen the need for a

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<sup>23</sup> Green Book - P2. Rules of Procedure of the States of Deliberation and their Committees



Special Meeting and for a longer lead in time for the GWP, particularly as the Special Meeting in June (which will still be required for the Accounts) is unlikely to be suitable for a GWP debate at the start or end of a term.

Debating the GWP at an ordinary meeting will also offer greater flexibility for future GWP debates and help ensure that such debates can take place at the most suitable time for the Assembly.

- **To remove reporting requirements from the Rules of Procedure:** Rule 23 sets out what should be included in the States' debate on policy planning – being policy progress and emerging issues, updates on States Resolutions, and an order of priority for legislative drafting. The Committee considers including this in the Rules of Procedure to be unnecessary and, as it ties together multiple different reports, potentially restrictive.

Removing policy planning and reporting requirements in the Rules of Procedure will not affect the Committee's reporting responsibilities for States' Resolutions and legislation. These requirements are already set out in the Committee's mandate<sup>24</sup>, which obliges it to submit annually: a report on the progress of outstanding States' Resolutions, and an order of priority for drafting significant items of legislation for the year ahead.

- 5.2. Rule 24 also refers to the GWP, requiring any secondary propositions associated with the GWP to be submitted not later than 15.00 on the day preceding the fifth clear day before the meeting (excluding Saturdays, Sundays and Public Holidays), however, given the breadth of the GWP, the Committee believes that this is a reasonable condition to maintain in the Rules.
- 5.3. As the Committee responsible for the Rules of Procedure, the Committee proposes that the States' Assembly & Constitution Committee review the Rules in light of the above and return to the States with proposals for updated Rules of Procedure.

## **6. Monitoring and Resourcing the GWP**

- 6.1. Even without an annual debate, a regular reporting cycle will be established for the GWP. This will include both public updates and integration into the performance reporting received by each Committee. It will complement the Committee's published reports on extant States Resolutions and the progress of legislation.
- 6.2. As stated in Propositions 1 and 2, Committees are expected to prioritise their resources in line with the GWP, with work contributing to the five super priorities taking precedence. Outside of the staff available in Committees, central resources will also be allocated based on the GWP.
- 6.3. The GWP is not linked to a specific funding request. Where necessary, individual workstreams may seek funding from the States Assembly. In the case of seed

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<sup>24</sup> Policy & Resources - States of Guernsey

funding, Committees may apply to the Policy & Resources Committee for GWP funding allocated in the annual budget<sup>25</sup>. The Committee will review funding requests based on the merits of the case presented, rather than solely on whether the workstream is included in the GWP.

## **7. Committee Work Plans**

- 7.1. Outside of the work plans for the areas of focus, extensive policy and strategy work will continue to be carried out at the Committee level. For example, the Policy & Resources Committee is working to modernise birth registration legislation.
- 7.2. In the last term, Committee Work Plans – translating each Committee’s specific priorities into actions for the term – were published and reported on as part of the annual GWP policy letter. However, this process reduced Committees’ ownership and control of their plans. Going forward, the Committee proposes that Committee Work Plans be published separately from the GWP. This approach will allow Committees to actively update and report on their plans, providing greater flexibility to manage their work whilst ensuring the public remains informed.
- 7.3. It is anticipated that Committee Work Plans will be published on *gov.gg* in the first half of 2026, taking into account the States’ decisions on the GWP and the Major Projects Portfolio expected in Q1 and Q2. The plans are expected to include information on how each Committee’s work will contribute to the GWP, as well as other important projects or issues the relevant Committee wishes to highlight. They will provide a useful breakdown of the States’ work from a Committee perspective.

## **8. Compliance with Rule 4**

- 8.1. Rule 4 of the Rules of Procedure of the States of Deliberation and their Committees sets out the information which must be included in, or appended to, motions laid before the States.
- 8.2. In accordance with Rule 4(1):
  - a) The propositions establish a framework that the States will use to progress their objectives and policy this term.
  - b) In preparing the propositions, the Principal Committees provided feedback on the areas of focus and the Committee liaised with the Presidents of the Principal Committees and representatives of the Development & Planning Authority, States’ Trading & Supervisory Board and States Assembly & Constitution Committee regarding the five super priorities.
  - c) The propositions have been submitted to His Majesty’s Procureur for advice on any legal or constitutional implications.

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<sup>25</sup> In the 2026 Budget, a total provision of £16.9m was included within the Budget Reserve for pay awards not yet settled, unexpected in-year pressures, and for the delivery of Government Work Plan initiatives

- a) There are no direct financial implications to the States of carrying the proposal into effect.

8.3. In accordance with Rule 4(2):

- a) The propositions relate to the Committee's responsibility for the leadership and co-ordination of the work of the States.
- b) The propositions have the unanimous support of the Committee.

Yours faithfully

H L de Sausmarez  
President

G A St Pier  
Vice President

C N K Parkinson  
S J Falla  
Y Burford

## APPENDIX 1 – Area of Focus Work Plans

Information provided by Committees has been used to populate work plans for three areas of focus. The areas of focus identified for 2026-2029 are Foundations for Our Future, Island Resilience, and Sustainable Wellbeing.

The areas of focus work plans describe the major strategy, policy and cross-committee work the States will concentrate on this term. Committees will also deliver projects outside of the GWP which are aligned to their own mandates, however, resources will be managed so that GWP workstreams are prioritised.

### AREA OF FOCUS – FOUNDATIONS FOR OUR FUTURE

#### WHY?

*Why do we need to commit to this area of focus?*

Guernsey is up against some tough challenges that will affect both how residents live and how the economy holds up in the future. Whilst the challenges are diverse, they all require the States to put time and resource into the basics that keep Guernsey running, the community strong, and the economy resilient.

ISSUES TO ADDRESS	<b>Housing Pressures</b>	The housing market is one of Guernsey's biggest challenges. Too few affordable and suitable homes are stopping people from building stable lives and are holding back economic growth. Employers in essential services are finding it hard to recruit and keep staff – as a result of the housing shortage, the island a less attractive place to live and the workforce is more unstable. Without action, housing pressures could widen inequality in the Island and weaken Guernsey's economic competitiveness.
	<b>Ageing infrastructure</b>	Much of Guernsey's public infrastructure is ageing and in decline. Existing provision is also not fully aligned with changing economic and public needs or with net-zero ambitions. Long-term success will depend on directing investment toward both sustainability and the needs of the changing needs of the community
	<b>AI and new technologies</b>	The rise of artificial intelligence and other transformative technologies brings both opportunities and risks. Guernsey must move quickly to harness these innovations, ensuring its workforce develops the right skills and that productivity remains strong. At the same time, social measures will be essential to support a labour market in transition. Sustained investment in digital capacity and human capital will be vital to prevent the Island from falling behind.
	<b>Global Competition</b>	Guernsey's economy relies heavily on financial services, a sector under intense pressure from international competitors. To protect this sector and make the most of new economic

		opportunities, the Island must embrace digital transformation, skills and infrastructure development, and regulatory flexibility – while carefully balancing the realities of its small size.
	<b>Climate Change</b>	<p>Long-term climate change poses a material risk to Guernsey's environment, economy, and community resilience. Rising sea levels, extreme weather, and ecological pressures require the Island's infrastructure and services to adapt. At the same time, there is growing expectation that Guernsey will actively reduce its climate impact.</p> <p>Investment in sustainable practices and resilient systems is not optional—it is essential to safeguard the Island for future generations.</p>



Without investing in economic and social enablers, Guernsey will decline. The Island will cease to be an attractive place to live and work, and businesses and younger generations will leave.

## WHAT?

*What does this area of focus need to achieve?*

The objective of the *Foundations for Our Future* area of focus is **to get the Island's foundations right – investing in housing, resilient infrastructure, a dynamic economy, and the wellbeing of children and families. Guernsey will build a society where opportunity is shared, growth is sustainable, and every generation is equipped to thrive.** Four outcomes have been identified within the work plan for this area of focus.

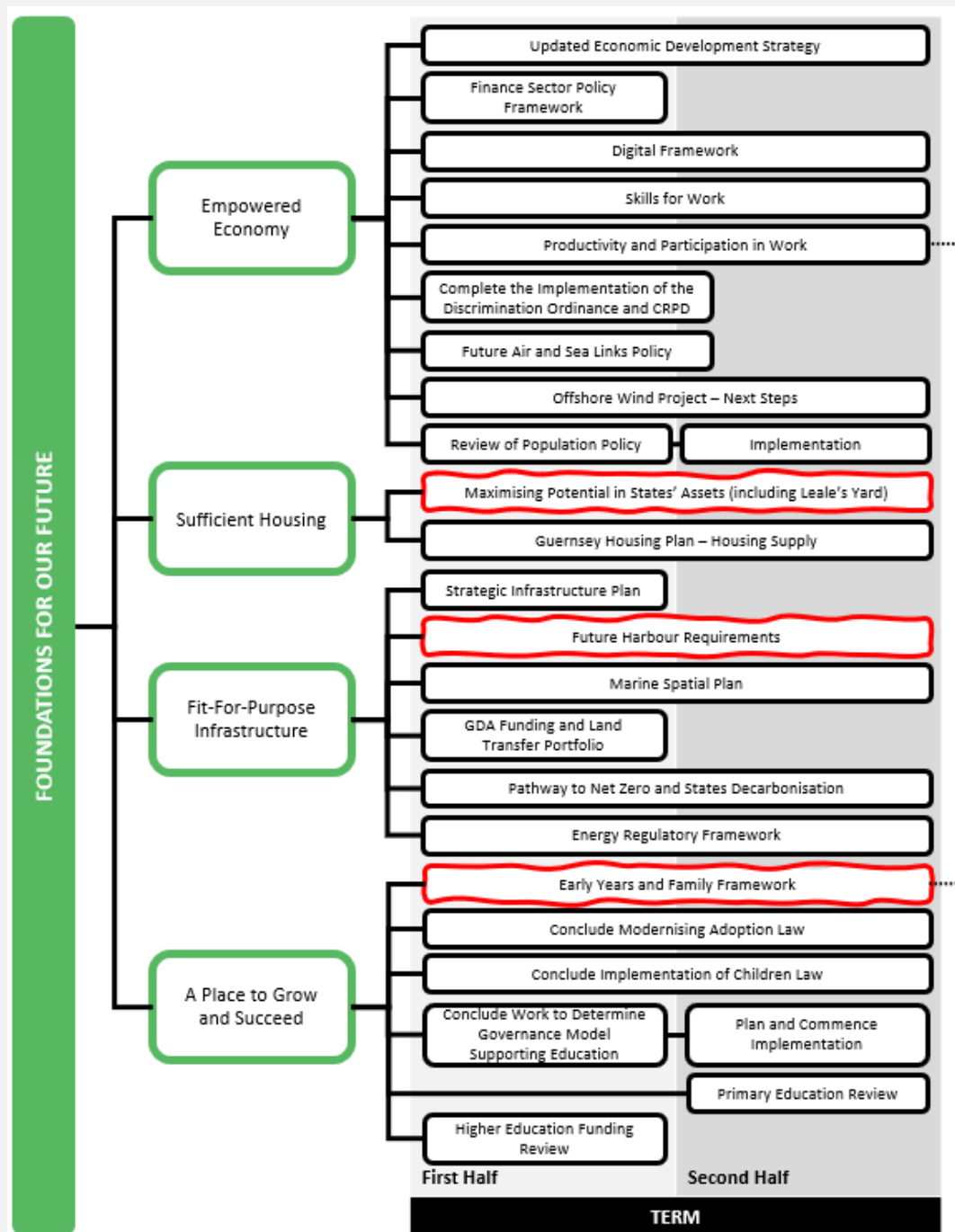
<b>AN EMPOWERED ECONOMY</b>	<b>SUFFICIENT HOUSING</b>
The States need to make sure the key economic foundations are in place to support Guernsey's main economic sectors and open the door to new niches and opportunities.	The States must seek to ensure all people living in Guernsey have access to good quality housing that is affordable, secure, energy efficient and adequate for their needs.
<b>FIT-FOR-PURPOSE INFRASTRUCTURE</b>	<b>A PLACE TO GROW AND SUCCEED</b>
The States need to ensure that Guernsey has the essential infrastructure required to support a safe, thriving community and a resilient economy – both now and in the future.	The States need to create a supportive environment for children and families – helping upcoming generations to reach their potential and prosper in Guernsey and supporting workforce participation and retention.

**By focusing on workstreams which advance these outcomes, Guernsey will be better positioned to prosper now and in the future.**

## HOW?

*Which workstreams will be taken forward this term?*

With feedback from wider States Committees, the Policy & Resources Committee has categorised the major projects and strategy, and cross-committee work anticipated this term. These workstreams are listed below according to the theme where they will make the greatest contribution. Workstreams within the super priorities are highlighted in Red



Further work will be completed as part of the Major Projects Portfolio, Committee Work Plans and BAU service delivery - for example, the services provided through the Digital Greenhouse.

## AREA OF FOCUS - ISLAND RESILIENCE

### WHY?

*Why do we need to commit to this area of focus?*

In an era of frequent disruption, Guernsey needs to be able to withstand, adapt to, and recover from change – whether natural, economic, social, or political – whilst maintaining essential services and supporting islanders to prosper.

ISSUES TO ADDRESS	<b>Changing Demographics</b>	<p>As the Island's population ages, the costs of public services, particularly pensions, healthcare and social care, rise.</p> <p>The Island needs to be prepared for this change and for the increase in health and care professionals that will be required to meet the populations needs. At the same time the States will need to carefully manage public sector employment levels to avoid undermining the labour needs of the private sector and the broader economy.</p>
	<b>Geopolitical Disruption</b>	<p>Guernsey is a small, geographically isolated jurisdiction operating within a global market. It is not, and cannot be, self-sufficient. The Island is exposed to complex international relationships, requirements, and dependencies – changes in which can have significant impacts.</p> <p>For example, as a finance hub, Guernsey is particularly sensitive to international regulatory shifts, sanctions, and changes in investor sentiment triggered by global instability. At the same time, global trade disruptions can affect access to goods and services, while shifts in migration patterns can challenge our ability to fill workforce gaps.</p>
	<b>Climate Change</b>	<p>Climate change poses a growing risk to Guernsey. Rising average temperatures are expected to bring hotter, drier summers and milder, wetter winters – leading to more frequent droughts and flooding. Sea level rise and coastal erosion will place ongoing pressure on critical infrastructure, housing, and transport networks, while biodiversity loss threatens the Island's natural heritage.</p>
	<b>Ageing Infrastructure</b>	<p>Much of Guernsey's public infrastructure is ageing and in decline. Existing provision is also not fully aligned with changing economic and public needs or with net-zero ambitions. Infrastructure renewal, however, comes at a cost. The States needs to be in a position to invest in and de-risk core infrastructure to ensure long-term sustainability.</p>
	<b>Advancements in Technology</b>	<p>Rapid technological change brings opportunities to increase the resilience and adaptability of the States' services;</p>

however, it also increases and changes the threats to local people - for example, the risk of cybercrime.

Without investing in resilience, the States will be vulnerable to critical failures in service delivery and Guernsey's people will be at greater risk. But investing in resilience isn't just about weathering storms - it's about building an environment where Guernsey can thrive sustainably, adapt to change, and protect its people and prosperity.

## WHAT?

*What does this area of focus need to achieve?*

The objective of the *Island Resilience* area of focus is **to ensure that the Island has the resources, flexibility and international standing to thrive in the face of economic, environmental, and social challenges.**

Five outcomes have been identified within the work plan for this area of focus:

SUSTAINABLE PUBLIC RESOURCES	DIGITAL GOVERNMENT	STRONG INTERNATIONAL POSITION
The States need to strengthen their finances, ensuring that core services continue to be delivered while rebuilding reserves for future needs.	The States needs to improve its digital offering and ensure government services are high quality, accessible, secure, and sustainable for the long term.	The States needs to secure the Island's international position, meet obligations and ensure that Guernsey has the relationships it needs now and in the future.
SAFE AND SECURE POPULATION		EFFECTIVE GOVERNANCE
The States must ensure that basic needs continue to be met—keeping all islanders safe from environmental and social challenges, treated fairly, and with reliable access to essential everyday supplies.		The States need to improve the efficiency and effectiveness of government decision making, as well as fostering trust, transparency and accountability. This will support the Island to quickly adapt in the face of disruption.

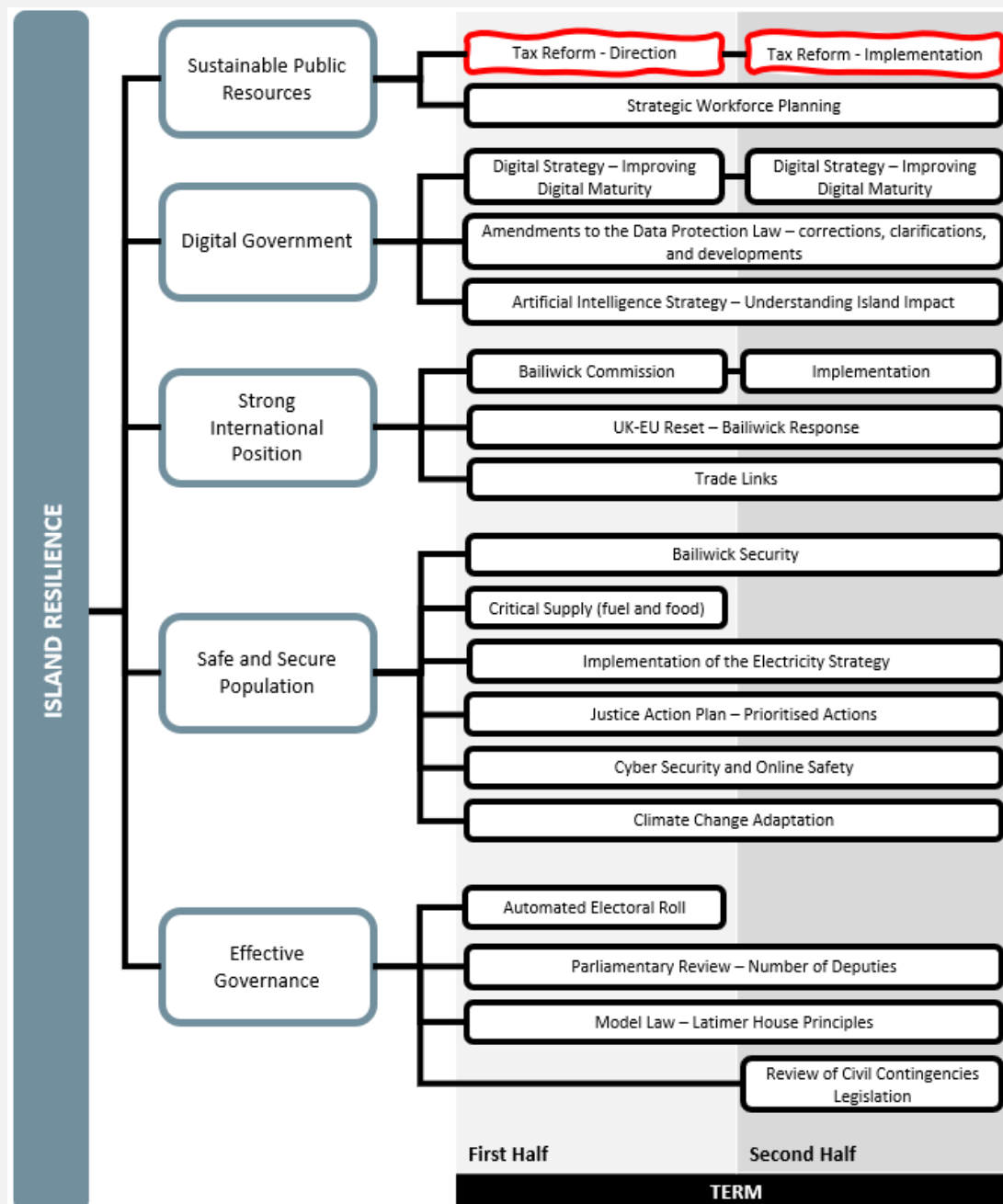
**By focusing on workstreams which advance these outcomes, Guernsey will be better placed to adapt and thrive in the face of disruption.**



## HOW?

*Which workstreams will be taken forward this term?*

With feedback from wider States Committees, the Policy & Resources Committee has categorised the major projects and strategy, and cross-committee work anticipated this term. These workstreams are listed below according to the theme where they will make the greatest contribution. Workstreams within the super priorities are highlighted in Red



In addition, further work will be completed as part of Committee Work Plans and BAU service delivery, including, for example, the continued assertion of our constitution and ongoing compliance with International Agreements.

## AREA OF FOCUS – SUSTAINABLE WELLBEING

### WHY?

*Why do we need to commit to this area of focus?*

Guernsey's health and care provision is becoming increasingly unaffordable. The States will need to adapt the Island's delivery model and support overall wellbeing if it is to mitigate increasing demand, improve service resilience and minimise service risk for the population.

ISSUES TO ADDRESS	CHANGING DEMOGRAPHICS	Guernsey's older population is increasing, with the number of people over 85 expected to double by 2045. A longer life brings with it opportunities, not only for older people and their families, but for society as a whole. It must be acknowledged, however, that, as people age, the risk of them developing multiple and complex long-term conditions grows. As such, a greater number of older people in Guernsey's population will significantly increase demand on the health and care system.
	RECRUITMENT PRESSURES	Without sufficient, available and trained health and care workers, and appropriate supporting technology and facilities, our health and care system will not function. Guernsey is not immune to the global challenges in recruiting and retaining healthcare professionals. The States has a range of vacancies and has had to use expensive agency staff to fill resource gaps.
	MEDICAL INFLATION	Medical prices and overall health spending typically outpace growth in the rest of the economy. With new technology, innovative treatments and the discovery of newer medicines, the management and treatment of many conditions is improving. Maintaining relative healthcare standards and meeting islanders' higher expectations generally require these new developments to be introduced - however, this comes at a cost.
	WIDER DETERMINANTS OF HEALTH	The wider determinants of health are the social, economic and environmental factors that shape people's health beyond individual choices and medical care. They include conditions such as housing, education, employment, income, and the quality of the natural and built environment.



While cost increases are hard to predict, it is expected that, without change, health and social care services will cost at least £45m per year more in 2040, and long-term care costs will increase by more than £17m over the same period. If the States cannot reduce these costs, the health and wellbeing of the local population is likely to suffer, and Guernsey will be a less attractive place to live.

## WHAT?

*What does this area of focus need to achieve?*

The objective of the *Sustainable Wellbeing* area of focus is to secure islanders' access to sustainable and integrated health and care services that focus on their needs now and in decades to come, while mitigating future pressures on the health and care system by improving overall wellbeing.

Three outcomes have been identified within the work plan for this area of focus:

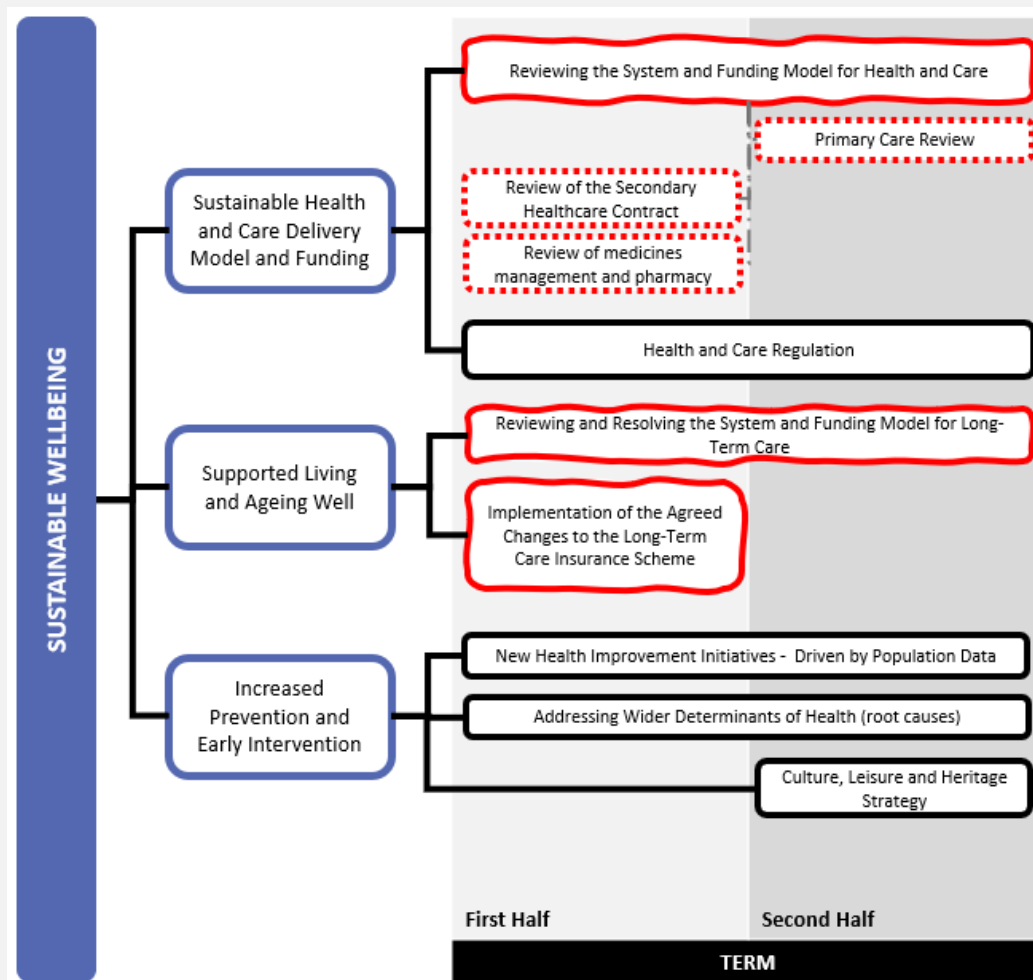
SUPPORTED LIVING AND AGEING WELL	SUSTAINABLE HEALTH AND CARE MODEL	INCREASED PREVENTION AND EARLY INTERVENTION
The States need to deliver an improved future model for the delivery and funding of community long-term care that will meet islanders' increasing needs in a way that ensures people receive the right care in a way that is affordable, sustainable and fair.	The States must agree a delivery and funding model for the States' health and care service provision which is more cost effective without compromising health outcomes.	The States need to encourage earlier, preventative care which reduces the chances of acute treatment being needed at a later date and support residents to improve and maintain their health throughout their life.

**By focusing on workstreams which advance these outcomes, Guernsey will become an island where health and care needs can be met, and residents are empowered to make healthy choices.**

## HOW?

*Which workstreams will be taken forward this term?*

With feedback from wider States Committees, the Policy & Resources Committee has categorised the major projects and strategy, and cross-committee work anticipated this term. These workstreams are listed below according to the theme where they will make the greatest contribution. Workstreams within the super priorities are highlighted in Red



Further work will be completed as part of Committee Work Plans and BAU service delivery - for example, ongoing health initiatives in schools.